

NATIONAL MUNICIPAL REVIEW

NOVEMBER 1954

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The National Municipal Review

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All Set for Conference

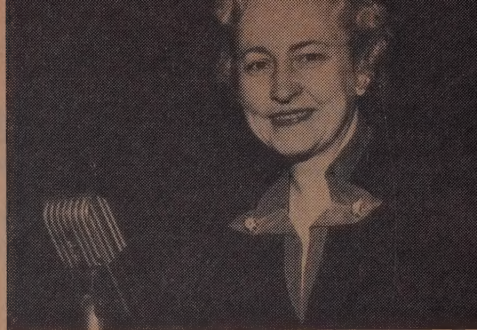
As final arrangements for the 60th annual National Conference on Government in Kansas City, Missouri, November 7 to 10, neared completion, a bigger and more fruitful meeting than ever before seemed assured.

In the All-America Cities Contest jury sessions, a feature of the Conference for the last six years, a record 225 nominations, twice the total in 1953, have been received.

A screening committee recently selected 22 finalists which will present their cases to the jury in Kansas City. Its members were Richard S. Childs, chairman of the League's executive committee; Bayard H. Faulkner, business executive and New Jersey civic leader; and Mrs. Edith P. Welty, former mayor of Yonkers, New York. The committee was assisted by staff member

William F. Larsen, who is in charge of the contest.

Five members of the jury which will select winners of the All-America Cities Contest, 1954. Left to right: Leo Perlis, national community services director, CIO; Mrs. Maurice H. Noun, member of the Des Moines Plan and Zoning Commission; Mark S. Matthews, civic leader and author of "Guide to Community Action"; Mrs. Albert D. Cash, former member, Cincinnati City Council; and Vernon Myers, publisher, "Look" magazine. Mrs. Noun, Mr. Matthews and Mrs. Cash are members of the League Council. Jury convenes on the afternoons of November 8 and 9 during the National Conference.



Mrs. Dorothy N. Dolbey, acting mayor of Cincinnati, whose speech, "Conscripts for a Dream," will be heard by luncheon guests at the National Conference on Government, November 9.

The second speaker on the *America's Town Meeting of the Air* radio program, which will emanate from the National Municipal League's 60th anniversary dinner on November 9, has been announced. He will be Norton Mockridge, crime reporter for the New York *World-Telegram and The Sun*. Mr. Mockridge, well known author, will join Robert E. Merriam, crime-busting Chicago alderman, in a discussion of "How Can We Divorce Crime from Politics?"

Mr. Mockridge, a newspaperman for more than twenty years, is co-author of two books, *This Is Costello*, published in 1951, and *The Big Fix*, which will appear this month. The latter work sets forth how Kings County (Brooklyn) District Attorney Miles McDonald broke up the \$20,000,000 Harry Gross book-making combine which, according to the writers, resulted in the departure of Mayor William O'Dwyer from New York's City Hall.

Radio commentator and master of (Continued on page 559)



James F. Murray, Jr., moderator of Town Meeting radio program.



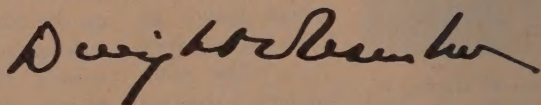
THE WHITE HOUSE
WASHINGTON

Denver, Colorado
September 21, 1954

Dear Mr. Willoughby:

I am happy to extend congratulations to members of the National Municipal League on its sixtieth anniversary and upon the occasion of the Sixtieth Annual National Conference on Government. In its long history, this organization has encouraged citizens to play a more active, more intelligent role in civic affairs. It has urged higher standards in State and local government. In doing so, it has helped to remind the American people of a central fact about our American system of government: that its effectiveness, at every level, depends upon enlightened citizen interest and participation. I sincerely hope that the League will carry this message to more and more of our people and thus do an even greater national service in the years ahead.

Sincerely,

A handwritten signature in dark ink, appearing to read "Dwight D. Eisenhower", written in a cursive style.

Mr. Alfred Willoughby
Executive Director
National Municipal League
542 Fifth Avenue
New York 36, N. Y.

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Spotlight on State Legislatures

FORTY-four state legislatures will meet in regular session in 1955. Seven thousand of our fellow-citizens will spend hectic days and sleepless nights enacting approximately 25,000 new laws. They will authorize some twelve billions of expenditures for state and local services, not counting capital outlay, for the ensuing year. Thirty-four of these legislatures, which meet only every other year, will double their appropriations to cover two years.

No doubt about it, big business of far-reaching importance to every citizen will be transacted under the capitol domes during the next few months. In each state, hundreds of organizations, including corporations, trade and professional associations, labor unions, educational and charitable institutions and civic bodies will descend on the legislative halls along with thousands of individual citizens. Officials of hundreds of state agencies and over 100,000 subordinate units of government—counties, municipalities, school districts, special districts and authorities—will look to the legislatures for money or for renewed or extended authority.

For every bill enacted into law, five or ten will be thrown into legislative hoppers and an unknown number of other projects to add to the law will be sidetracked without finding legislators to introduce them for printing at public expense.

Nowhere else in the world is there anything like this biennial legislative carnival. The 7,000 men and women who are the featured performers are

key figures in our society. It is important to every citizen and to the general welfare that we understand them and help them to play constructive, responsible roles.

Unfortunately, membership in the legislature does not carry prestige or working conditions commensurate with its potential for good or evil. Here are just a few of the reasons why the public seldom gets and no longer expects the kind of service it ought to demand from its state legislatures: nominal or totally inadequate pay, insufficient research and staff aids, limits on length of sessions which force hasty action in end of session log jams, constitutional provisions which unwisely cramp legislative discretion on the one hand and divert precious time to matters better left to administrative agencies or local governments on the other, long ballots which frequently put candidates for the state legislature at the tail of a ticket dominated by candidates for national office, the one-party system that prevails in large sections of a majority of the states, the failure of representation to reflect the growth of cities.

These conditions can be blamed partly on past legislatures; but basically they are the responsibility of the people themselves. Whatever the cause, they put serious handicaps on the men and women who will be making substantial sacrifices to serve in the 1955 legislatures.

Obviously, therefore, it behooves good citizens to approach the forthcoming sessions with some appreciation of the difficulties as well as the importance of the jobs that will be

done in their name in Augusta and Columbus and Austin and Bismarck and Olympia and other capitals.

It should be equally obvious that if we wish to preserve healthy government in our states, government that can fairly compete for prestige

and power with Washington, we had better improve conditions in our state legislatures. The basic need is not for different legislators but for making the job of legislator such that good people can do a consistently good job.¹

Wane of the Commission Plan

STATISTICS for 1953 recently published in the *Municipal Year Book*¹ provide a logical opportunity to examine the commission plan, which began (as an elective government) in Galveston in 1903.

The 50th anniversary of the commission plan is no jubilee, for it moves steadily and deservedly toward oblivion.

An emergency commission of five appointed by the governor took over the government after Galveston was swept by a tidal wave in 1900. The commission did well, thanks to the quality of its members, but it could not legally be retained after normality was restored and, by a judicial decision, it became elective.

Nobody had designed it to be an elective government and authorities on public administration generally did not cheer the subsequent series of adoptions by other cities.

By 1913 the unofficial tally of the National Short Ballot Organization listed 316 commission plan communities. Two years later 465 were reported. How much further the movement went is curiously unknown, there being no census figures of such facts for some years. In 1923, a count limited to communi-

ties of over 5,000 population was 301 "plus 200 or 300 smaller places." In 1933, 26 per cent of cities over 30,000 population (no statistics for smaller places) had it. In 1943, it was in 16.1 per cent of the cities over 5,000 population and the 1953 figure is 372 out of 2,527—14.7 per cent, just half the number of cities over 5,000 having the council-manager plan.

Charter commissions nowadays simply do not consider the commission plan. There have been only four adoptions since 1942—Vancouver, Washington; Bessemer, Alabama; Marshall, Michigan; and Aurora, Illinois. Des Moines, co-leader of the movement with Galveston, abandoned the plan in 1949.

So the commission plan, in the light of abundant experience, dwindles out.

But it did accomplish one thing. It cracked the universal assumption that a two-headed mayor and council setup was the only conceivable structure for a city government and made a breach for the coming of the council-manager plan.

¹See also review of *American State Legislatures*, Report of the Committee on American Legislatures of the American Political Science Association, and *Adventures in Politics, We Go to the Legislature*, by Richard L. Neuberger, page 553, this issue.

¹International City Managers' Association, Chicago, 1954.

A Home Town Is Born

Crossett, Arkansas, company town, blossomed into thriving community when citizens gained chance to own their homes.

By LLEWELLYN MILLER*

THE Crossett Lumber Company was formed in 1899, when three Iowa investors bought a vast forest in Arkansas—920 square miles of tall, whispering pines laced only by wandering wagon trails and deer paths. The company hauled in a sawmill and imported workers to fell the trees and for these loggers' families they built dwellings, a store and a school. Gradually a little town took shape. They called it Crossett.

By 1946 the sawmill, a kraft-paper plant and a chemical factory were supporting a population of 3,000. At first glance it looked like any other small community in southern Arkansas, but it wasn't. Every dwelling and inch of land, with the solitary exception of where the post office stood, was owned by the company.

In many ways it was a pleasant place to live. Rents were low. The company gave each building a fresh coat of gray and white paint at regular intervals. If a tap dripped or a roof leaked, repairs were made in a hurry—no charge. Medical services were virtually free. Work was steady. Wages were good.

But something was wrong.

Crossett wasn't anyone's home town, not even the owners'. Most of the young people who went away

to college never came back. There was no place for them unless they contented themselves with working for the company. A few employees who started with the logging camp stayed and reared their families. More people worked a few years and drifted away. Labor turnover was high.

The company made a steady profit from the mills and from rents and services but as the years went by the mood of their town worried them. In deepest secrecy they made elaborate plans for an experiment. Crossett was rocked with surprise on the morning of December 5, 1946, when the postmen delivered identical letters to each of the 967 homes announcing that the whole town was for sale to the people who lived there.

The news swept through the streets like a spring wind. It whirled women together in spontaneous meetings in their homes. At the company mills and plants, at the company bank, inn and service stations, men gathered in astounded conference. For years people had tried to buy homes in Crossett without success. What was behind this sudden, sweeping reversal of company policy?

Some tenants were delighted. Others were suspicious. "What's in this for the company?" they asked. "Why are they unloading the houses? Are they shutting down? Is this going to be a ghost town?" The company was asking questions also.

*Miss Miller, born in Louisville, Kentucky, but now a New Yorker, writer and author of a book on diet, has had many articles published in *Collier's*, *Cosmopolitan*, *Redbook*, *Woman's Home Companion*, *Coronet*, *American Weekly*, and other magazines of national circulation.

"Will the people want to buy? If they do, will they keep up the streets? Will they paint the houses? Will there be slums before long in our spic-and-span town?"

What happened astonished both groups.

Guesses as to how many homes would be sold had wavered from 10 to 50 per cent of the tenants. The first surprise was when every single renter except one bought. A few families paid cash, sold within weeks and cheerily moved away with several thousand dollars of quick profit jingling in their pockets. On the other hand, there was eager inquiry from scores of employees who commuted from neighboring towns. "What about us?" they asked. "Now that we can buy homes, we want to live in Crossett, too." So the company laid out new streets in the forest at the edge of town, and Crossett began its extraordinary growth in size.

Paint Up, Fix Up

Other surprises came fast. Half the town rushed to buy paint—white, yellow, pink, green, anything but Crossett gray. Hammers rang through the town on weekends as new owners added rooms and porches. Blocks of identical houses lost the look of tidy barracks.

There was a raid on seed stores. Flowers and shrubs went in. Lawns unwatered for years turned green. There was a boom in furniture buying. New rugs, draperies, stoves and refrigerators were delivered by the truckload. Water consumption per house jumped on an average of 1,300 gallons a month because of the increase in washers, air-conditioning and gardening.

Most significantly, the prim picket fences that cut each house off from the next came down in one contagious community impulse. They were in the way of the new neighborly trading of tools, advice and comment on scores of new problems of civic responsibility that other towns take for granted. "The place was electrified by private ownership. Overnight it even smelled better," said Paul Kays, appointed by the company to handle the complicated details of change-over from company-owned settlement to normal town.

Crossett had been incorporated as a town in 1902, mainly to get recognition for mail delivery. Technically the inhabitants had been choosing their own officials, but actually there was little interest. Frequently candidates ran unopposed. Why bother to vote when the company owned the town—and paid the taxes?

"I had served as election judge when not more than 25 voters turned out," said Ovid Switzer, former state senator, "but at the first city election after the change-over they turned out in droves. For almost the first time there was competition for office."

What they did about taxes was an eye-opener. Instead of being dismayed at the new, painful experience of taxes, the new home owners raised the rate by overwhelming vote. They wanted, and built, two handsome new schools and later a \$200,000 municipal building. The airport had been only a cow pasture; they expanded and improved it. The fire department had been on an unpaid basis; this seemed an offense to newborn civic pride so the citizens voted to pay each volunteer \$2.50 for each alarm answered.

Hardly any aspect of Crossett did not see a quick change. Before the people owned their town there were two small churches, both more than 40 years old. Today there are nine, all new. "The people fixed up their Sunday homes, too," said "Brother Dan" Robinson, pastor of the new \$170,000 Methodist church built by a congregation of six hundred.

The little two-room jail stood idle. "People were too busy to get into trouble," said Police Chief Dempsey Polk. "My biggest troubles used to be fights and petty pilfering. When everything belonged to the company some people didn't think so much of property and 'borrowed' what they needed. Now when a man lays out good money for a saw, he respects the next fellow's lawn mower. Same with kids; we get ordinary kid mischief but no more vandalism."

Business Expands

Main Street expanded and thrived on a brand new thing in Crossett's business life—competition. Formerly, when the town wanted groceries, coats, cars, layettes or caskets it had been served only by the company store. Now that land and buildings could be bought, independent merchants opened shop; furniture, hardware, dress, jewelry, drug and flower shops prospered. Rates continued to be low at the company hospital but independent doctors ventured into practice and were busy. A radio station came in.

Crossett always had been a man's town but now things began to open up for women too. For the first time a woman ran for the school board. Mrs. Scott Campbell took over her

husband's insurance business after his death and made a substantial success of it.

Before the company offered Crossett for sale it had called in a town planner to set aside generous park, playground and school sites for a model town of 6,000. But it was thought that the population would never grow to more than double current size. Within a year private enterprise had caused such a boom that they quietly ordered another plan—for a future town of 10,000.

The busier the town became, the more the citizens seemed able to do for it and themselves. Social activities increased. A community chorus was started. A branch of the American Association of University Women was organized. A concert club sold enough memberships to underwrite a series of musical attractions each winter. A civil air patrol was started. A riding club was formed and the members built a 3,500-seat arena. Various organizations ran benefits and raised money for new instruments and uniforms for the school band, for Teen Town and Scout club houses and a small zoo for the youngsters.

A curious change came over the company as well. Instead of losing interest in the town it no longer owned, it was inspired to even more generous gestures. When congregations formed to bring in new ministers the company matched privately raised building funds dollar for dollar. When Negro citizens cleared land, poured tennis courts and built a playground, the company built them a swimming pool and dedicated it to the city.

And the whole town joined in one

big, spontaneous community effort to save Miss Carrie Calhoun, principal of the elementary school, for Crossett.

Miss Carrie was the one tenant who did not buy her home. She couldn't afford to. She had started teaching in 1907 and her salary had taken care of younger brothers and sisters. When they were educated she was so in the habit of caring for others that all her extra money went to aid children of migrant workers who helped on the forest farms and drifted through Crossett's schools.

"If a child is cold, or hungry, or sick, he can't learn—and learning won't wait," she said crisply. She saved no money.

Present for the Teacher

"Everybody who grew up in Crossett had taken her orders and was better for them," said William Norman, one of the few young men who came back after college to Crossett and rose to high position with the company. "We have a teachers' retirement fund in Arkansas, and the school board voted her an additional sum, but it didn't seem enough for all she had done for the town. No one person started the idea but suddenly everybody from kids to company officials was collecting money to buy her house and keep her here."

Crossett is a great town for keeping secrets. Miss Carrie had no hint as to what was going to happen on her last day at school. First there was a parade. Teachers and children marched by classes. So did old graduates. Some came from far away for the event and there were letters and telegrams from 23 states. At night there was a pageant with Miss

Carrie's life acted by her teachers. Then she was called to the stage and given the deed to her house, paid for by contributions of from ten cents to \$100 from virtually everyone in town. For once Miss Carrie was speechless, but the roar of applause spoke the whole town's emotion for her.

The biggest surprise to the company was that Crossett did not settle down after its first expansion but continues to grow. New industry came in, attracted by the chance to buy and build near plentiful power and raw materials and a newly stable labor supply. Chase Bag, Simplex Paper Corporation and Bemis Brothers Bag Company attracted hundreds of workers to Crossett; so many new citizens that the Crossett Company tore up the second town plan and ordered another—for a town of an expected 25,000.

Had the original owners seen any part of this they would not have believed their eyes. When they started they planned to follow standard practice of those days—slash down the trees and move on, leaving a ghost town among the stumps. They gave the village twenty years at the outside. But they were God-fearing men and while they were responsible for the settlement named after their company they were determined to keep it a safe and decent place to live in. Everyone was expected to obey the curfew, a blinking of all lights from the main switch at 10:55 each night. Time to go to bed! The company not only gave the town its buildings but also set the pattern for their use.

So, very early, two marked atti-

tudes were established. One was a generous, somewhat fatherly, but quite strict control of private lives as well as of working conditions by the company. The second was almost total dependence of employees on the company for all civic and most social decisions. The man who was out of step with company ideas left town. There was no place to live except in company houses. The man who was fired or who quit left his house when he left his job. There was no problem about old folks ready to retire. All the workers were young. The town would be gone by the time they could no longer work.

"There are four important elements in industry," said Peter Watzek, grandson of one of the founders and president of the Crossett Company. "Raw materials, capital, customers—and people. We had the first three but we realized early that there was something wrong with the way we were dealing with the fourth. It took years of worrying before we came up with the answer, which is simple: Americans prefer freedom to paternalistic government, which is what the company had become."

Crossett was not changed overnight and all was not sweetness and light. There were growing pains. Most of the streets today are better than they ever were, but some few districts have let theirs run down. Nearly 50 years of depending on the company has left its mark. The company's gift of the auditorium was not received without criticism. "Why an auditorium when we need

streets and another school?" said a portion of the town.

"That's normal too," said Robert Fisher, new owner and editor of the weekly *Crossett News Observer*. "It's the American spirit, reserving the right to bite the hand that feeds you."

There were scandals. Ashley County voted itself dry in 1942 and bootleggers lurked in the woods. "I've preached all over," said Brother Dan. "This is the cleanest town I've ever seen, but you'll always find some who live in hog heaven—vote dry and drink wet."

Steady Progress

Some citizens wanted to forge ahead too fast for the rest. The bond issue for the new municipal building, dedicated this year, was defeated twice before passing by a comfortable majority.

But progress is steady. The town, and the company too, have absorbed wisdom from the forest.

"When you work with nature you become very patient," said Peter Watzek. "When you plant a tree today that your children will not harvest for 50 years, you learn that all growing things need their own time—forests, people, towns. We tried to give Crossett the same chance we give our forests. When we gave nature a chance it replenished the forest. Now we know that we made no mistake in trusting human nature to do the same for Crossett and make it a town that all of us can call home."

Home Rule Still a Farce

Restrictions imposed by West Virginia legislature weaken powers of cities, undermine constitutional provisions.

By HAROLD J. SHAMBERGER*

THE WEST Virginia constitution contains a home rule provision but the municipalities do not enjoy home rule. Almost two decades have elapsed since the people of the state ratified such an amendment but to date home rule has yet to emerge from the realm of theory. Since 1937 cities with populations in excess of 2,000 have been free to draft, adopt and amend charters locally and, as a consequence, alter or change the structure of government, but at this point home rule privileges cease.

The amendment, drafted by Jefferson B. Fordham, now dean of the Law School, University of Pennsylvania, is basically sound. It seems to confer upon the municipalities authority which would enable them to determine locally powers and procedures for their own government with a minimum of state interference. Certainly this is in accordance with basic concepts of home rule.

The amendment contains three main divisions. The first prohibits special legislative acts incorporating municipalities and permits cities over 2,000 population to adopt and amend charters. The second provides for the restriction of powers of cities through general laws to borrow money, contract debts and to tax property. In each case, however, specific limitations are contained in

other older sections of the constitution. The third division grants to a municipality authority "to pass all laws and ordinances relating to its municipal affairs" which are not "inconsistent or in conflict" with the constitution or present or future laws of the state. The amendment was not self-executing, however, but required passage of enabling legislation.

While the amendment indicates that cities might take action in matters relating to their "municipal affairs" unless prohibited from doing so by general law, it has not been so interpreted by the legislature. The enabling act to the home rule amendment enumerates in considerable detail the powers of cities, prefaced with the caution that charters adopted locally are not to enlarge those powers specified by law.

Under the original act cities which had adopted home rule charters secured some advantages in the form of enumerated sources of taxation not available to special-act and general-charter cities, but subsequent action by the legislature has extended equal taxing privileges to all municipalities, thereby nullifying the only real advantage offered to a city adopting a home rule charter.

The home rule powers enumerated by the legislature extend to such matters of minute detail as authority to use a common seal, to "appropriate and expend not exceeding 25 cents per capita per annum for advertising the city and the entertain-

*Mr. Shamberger is executive director of the West Virginia League of Municipalities as well as research associate of the Bureau for Government Research at West Virginia University.

ment of visitors," and other areas which logically might be interpreted to relate to "municipal affairs" under the most conservative interpretation by the courts.

In addition to restricting the exercise of power by home rule cities to those specifically enumerated in the home rule act, the authority of municipalities is further limited by substantive and procedural provisions of other general laws, foremost of which pertain to fiscal affairs. Under general laws in force since 1933, strict control of budgetary and finance matters has been lodged in the office of the state tax commissioner. Approval by the commissioner is required before a municipal budget may be executed and he may at his discretion strike from the budget items which he may consider to be "unnecessary."

Legislative Policy

In all instances save one, prior to and since the advent of constitutional home rule, the established legislative policy has consistently adhered to the control of municipal authority through an enumeration of the powers which are extended to municipalities.

The one exception throws considerable light upon the view which the State Supreme Court of Appeals is likely to take of any attempt by the legislature to deviate from the enumeration and necessarily implied doctrine to which the court has tenaciously held. Much could be accomplished to clarify the legal position of home rule cities if the wording of the home rule amendment had been construed by the court; unfortunately this has never occurred.

Prior to the amendment, the court had been completely immersed in the Dillon Rule.¹

Subsequent opinions regarding municipal powers indicate no deviation from that view. In one instance the city of Mullens, after adopting a portion of the home rule act, attempted to condemn utility property. This, the court held, the city was without power to do since nothing in the home rule statute or elsewhere authorized such action against an electric power company.² In the one instance in which the legislature attempted to alter its policy by bestowing upon a city a blanket grant of power, it was hauled up short by the court and severely reprimanded. While the grant of power was incorporated in a special-act charter passed prior to the ratification of the home rule amendment, the court's attitude toward this action is of great significance because the question appeared before it in 1945.

The charter of the city of Wheeling, granted in 1935, contains a remarkably broad grant of power which extends to that city all powers then available or which thereafter might have been conferred upon all cities, as well as "other powers possible for a municipality to have, *whether such powers be expressly enumerated in this charter or not, and without any further action on the part of the legislature.*"³ With a

¹That a city has no power not expressly given to it by the legislature and which is absolutely indispensable, not merely convenient, to its functioning. *Hyre v. Brown*, 102 W. Va. 505, 135 S.E. 656, 49 A.L.R. 1230 (1926).

²*Mullens v. Union Power Co.*, 122 W. Va. 179, 7 S.E. (2nd) 870 (1940).

³Italics mine.

slap on the wrists the court unanimously declared this action to be an exercise of power beyond the scope of legislative authority, although the court offered no demonstration of the constitutional provision which is purportedly contravened. Since there appears to be nothing contained in the constitution which prohibits such use of legislative discretion in formulating policy, this action seems only to violate the common law holdings surrounding Dillon's interpretation of state-municipal legal relations. The legislature was counseled by the court to enact statutes in the future which "cover specific and current intents and purposes, so defined that the public may know what laws to obey and what practices to avoid."⁴

While here the court was not directly concerned with the home rule amendment, its conclusions are sufficiently strong to serve notice of its attitude toward any future attempt by the legislature to endow the cities with the means of adjusting municipal affairs according to the divergent needs of their residents. Until that is accomplished, however, "home rule" will continue to mean only a reprieve for the legislature from the time-consuming task of enacting individual charters without a surrender of its traditional methods of stringent control.

What channels then remain which can lead to an unshackling of municipal government to the extent visualized by the framers of the home rule amendment? A portion of the answer should rest with the municipalities themselves. Yet, while municipal officials give lip service to

the desirability of greater local authority, their actions belie their words.

Approximately two-thirds of the population of West Virginia is classified as rural. Therefore, it would appear to be exceedingly difficult for the cities to receive favorable consideration from a representative legislature. This could be accepted as fact if, in the past, municipal interests had pursued a concerted effort to gain greater independence and had been resoundingly rebuked. The record does not bear this out fully. During the seventeen years in which charter-making privileges have been available to them, only twelve of 68 cities have initiated action leading to a home rule charter and only six have been able to carry the movement to its conclusion. Of these six, none can be considered a major city.

Officials Should Act

A great reluctance has been demonstrated by some leading municipal officials to delve into what they consider the great unknown which surrounds home rule. The "hands-off" policy which they have consciously adopted has contributed nothing toward a clarification of the position of municipalities under the constitution. An unwillingness on the part of the cities to experiment, to test new ideas and new devices, or to pursue a concerted effort fostering a policy of less state intervention and greater local responsibility, has given no cause for presentation of the issues for public scrutiny.

As pointed out by Rodney L. Mott, home rule has made its greatest inroads in those states which

(Continued on page 545)

⁴*Tucker v. Wheeling*, 128 W. Va. 47, 35 S.E. (2d) 681 (1945).

Learning to Work Together

Philadelphia study reveals interjurisdictional pact is a device more extensively used than has been supposed.

By JEPHTHA J. CARRELL*

INTERJURISDICTIONAL agreements are an integrating device and as such are the subject of increasing interest among those searching for a workable solution to the metropolitan problem.

A recent study¹ of the Philadelphia metropolitan area shows that a surprisingly large number of these compacts—some 756—have been formulated to meet the myriad difficulties which arise from the existence of an excessive number of governmental units in what is essentially a single service area.

It is evident from studies of metropolitan problems that the foremost objective in the endless quest for solutions is integration. That this is a problem which affects a large segment of the population is shown by the 1950 census, which lists 168 metropolitan areas with populations ranging from fifty thousand to almost thirteen million. These districts contain more than 55 per cent of the nation's population, and almost 30 per cent of the population total is concentrated in fourteen super-metropolitan communities, each having at least a million inhabitants.

Each of the five largest metro-

politan areas embraces 500 or more units of government. In the Philadelphia district there are 686 cities, counties, boroughs, townships and school districts. The mere existence of several hundred independent units of government in one compact, urban area suggests at once the need for integration. Surveys² of metropolitan problems have revealed conflicts of authority, unnecessary duplications of facilities and personnel, uneven distribution of governmental services and pronounced inequities in revenue-raising capacities of the units involved.

Possible methods of integration are many and varied.³ When structural changes are proposed, one or more of the following, or a combination of them, is usually suggested: (1) City-county consolidation and separation; (2) expansion of the functions of the county in urban areas; (3) municipal annexation and consolidation; (4) federation; (5) merger of special authorities with the central city or the county; and (6) creation of a new political entity—a metropolitan city-state.

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¹Doctoral thesis by Jephtha J. Carrell, "Interjurisdictional Agreements As an Integrating Device in Metropolitan Philadelphia," University of Pennsylvania, Philadelphia, 1953.

²To name a few: Victor Jones, *Metropolitan Government*, University of Chicago Press, Chicago, 1942; J. M. Leonard and Lent D. Upson, *The Government of the Detroit Metropolitan Area*, Detroit Bureau of Governmental Research (now Citizens Research Council of Michigan), Detroit, 1934; and Leonard V. Harrison, *Police Administration in Boston*, Cambridge, 1934.

³The classifications which follow are taken in large part from Jones, op. cit., chapters IV and V.

Most of the proposals which involve little or no change in the organization of government in the units of the district constitute a piecemeal approach, but are generally more easily achieved than are structural changes. The most important are: (1) Creation of special metropolitan authorities; (2) grant of powers to the central city to provide services and exercise jurisdiction outside the boundaries of the city; (3) transfer of metropolitan functions to the state; (4) extension of federal administration to assume metropolitan functions; and (5) interjurisdictional agreements.

The device used most extensively in the Philadelphia area, and considered most promising, is the interjurisdictional agreement.

The scope of this investigation is the Philadelphia metropolitan district as identified by the United States Census Bureau in 1950. It comprises eight counties: Philadelphia, Bucks, Chester, Delaware and Montgomery in Pennsylvania, and Burlington, Camden and Gloucester in New Jersey. Interjurisdictional agreements are taken to mean written, or clearly understood unwritten, compacts between local units. Agreements concerning the purchase of services or the rental of equipment by one jurisdiction from another are not included unless the service is one usually available only from governmental agencies.

Legal Bases for Agreements

Political subdivisions and school districts of Pennsylvania and New Jersey may exercise only those powers expressly assigned to them by the state, "those necessarily or

fairly implied in or incident to the powers expressly granted," and "those essential to the accomplishment of the declared objects and purposes of the corporation not simply convenient, but indispensable."⁴ Even though the power to deal with sewage problems, for example, is a local power, it does not carry with it the inherent power to cooperate with an adjacent unit in handling sewage problems jointly.

Various classes of municipalities in the Philadelphia metropolitan area have been granted express powers of agreement on such matters as airports, bridges, garbage and trash collection, health, joint purchasing, police, road construction and sewage. There are some significant omissions, however. On the Pennsylvania side, for example, there is no authorization for any political subdivision to enter into agreements for civil service and pension and retirement purposes, functions which would seem to lend themselves to interjurisdictional agreements. In none of the communities is there express provision for agreements in the joint hiring of personnel, which offer some real possibilities for sizeable savings. In building codes and planning and zoning there is a great need for interunit coordination but there is no express permission for such agreements in any jurisdiction other than counties of Pennsylvania.

However, the range of functions in relation to which interunit agreements may be made is a broad one.

⁴The "Dillon Rule," stated in J. F. Dillon, *Commentaries on the Law of Municipal Corporations*, 5th Edition, Little, Brown and Co., Boston, 1911, Vol. I, Sec. 237.

Indeed, if the potentialities of inter-jurisdictional agreements as an integrating device were exploited to the full extent permitted by law, much of the chaos, conflict and wasteful duplication now existing would be eliminated and more adequate and effective government services could be provided.

Clearly, Philadelphia area municipalities enjoy a wide range of authority to enter into interjurisdictional agreements. The "\$64 question" concerns the extent to which this power is exercised. Existing agreements can be grouped under four headings: public works and utilities, protection to persons and property, education and miscellaneous functions.

Of the agreements which concern public works and utilities functions 102 deal with road construction and repair, 59 with sewage disposal, 51 with bridges, four with water supply and two with transportation.

Public Works and Utilities

Road Construction and Repair. Forty-four per cent of the municipalities on the Pennsylvania side of the metropolitan district and 31 per cent on the New Jersey side are parties to road pacts. Taking municipalities on both sides as a single group, of those having such agreements, two-thirds are signatories to only one agreement and slightly more than 27 per cent are parties to two agreements.

The integrative effect of road construction and repair agreements is somewhat limited in spite of the great number of pacts, since the bulk arises from the need to pave roads where the center line constitutes the

boundary between municipalities. Approximately 40 per cent of the municipalities have one or more agreements of this nature.

Sewage Disposal. Agreements on sewage disposal have been consummated by 66 communities, or 19.5 per cent of the 339 municipalities in the district. About one-third of these 66 municipalities are parties to agreements involving the creation of an authority. Only thirteen are found in New Jersey.

Perhaps the most striking fact brought out by this part of the study is the high correlation between the degree of urbanization of a particular sector of the district and the number of sewage disposal agreements in that area. Part of that correlation is, of course, due to lack of public sewage facilities in many semi-rural sectors. The prevalence of sewage disposal agreements varies directly with population, as is shown in Table I.

Water Supply. In the Philadelphia suburban area, water supply is largely in the hands of private enterprise. Of the four agreements in this field, two concern water works jointly owned and operated by different municipalities, one deals with the joint hiring of a sanitary engineer by two municipalities and the other involves the city-county of Philadelphia and the Philadelphia Authority in development of the city's water facilities.

Bridge Construction and Maintenance. Counties are parties to 45 out of 51 agreements for construction and maintenance of bridges. This follows naturally from the fact that nearly all important construction and

TABLE I
SEWAGE DISPOSAL AGREEMENTS IN THE PHILADELPHIA METROPOLITAN DISTRICT
BY POPULATION OF MUNICIPALITIES

<i>Population</i>	<i>Number of Municipalities</i>	<i>Number Having Agreements</i>	<i>Number of Agree- ments to Which Municipalities Are Parties</i>
Under 1000	71	2	2
1000-5000	188	27	30
5000-10,000	47	15	22
10,000-20,000	22	11	26
Over 20,000	11	11	68
Total	339	66	a

^aFigures in this column include duplications, hence total by addition is not significant.

maintenance of bridges within a county is done directly by the county. There are, however, four intertown bridge agreements and two other pacts to which a county and one or more municipalities are signatories. In the case of the Delaware River Bridge joining Camden, New Jersey, and Philadelphia, Pennsylvania, the two states are parties to an agreement.

Transportation and Other Utilities. Agreements in this field are almost unknown in the Philadelphia metropolitan district. At the time this study was made, the only transportation agreements, other than those involving school transportation, concerned the high-speed transit line which crosses the Delaware River Bridge. Both agreements involved the city-county of Philadelphia and the Delaware River Joint Commission.

It is impossible to determine the exact number of interjurisdictional agreements in the fields of public works and public utilities which have been consummated since, for example, 1930, because many municipal officials reporting agreements do not themselves have information as

to the original dates of some of them. It is evident, however, from the dates of pacts which are known, that the bulk of agreements has arisen since the middle 1930s. Despite its recency, the interjurisdictional agreement has been rather extensively employed in the public works and public utilities fields.

Persons and Property Protected

Of 139 agreements relating to protection of persons and property, 134 concerned traffic lights and police protection, three public health administration and one refuse collection and disposal. Agreements in this field have facilitated the improvement of police, health and related activities in a number of cases and, in other instances, have made possible the extension of police protection and health and sanitation activities to local government areas which could not provide such services themselves. Under the agreements functional integration has been effected in some measure without disturbing the separate identity of the local governments involved.

Fire protection is an activity not directly under the control of the vast

majority of local governments in the Philadelphia area. It is a semi-governmental activity carried on almost entirely by private companies. Although interjurisdictional agreements are not found in this field, the present state of intercompany coordination shows some degree of integration.

The most important agreements concern police radio communication (101). Through the use of cooperative action in this field a significant degree of coordination of the metropolitan district has been attained. Except in Montgomery County, where the county network is dominant, the largest part of interjurisdictional police radio broadcasting on the Pennsylvania side is handled by small groups of municipalities. The pattern normally shows one fairly well-to-do community operating a station and selling the service to others within radio range. The New Jersey side follows a somewhat different method. There, too, the coordination is through radio broadcasting but, instead of purchased service, the pattern is a series of interlocking monitoring arrangements, with no exchange of funds between municipalities.

Traffic light agreements, which account for the next largest number of pacts in the field of protection to persons and property, are all of a simple nature, involving the equal sharing of expenses by two municipalities for the installation, operation and maintenance of a border traffic light.

Generally speaking, municipalities of relatively small population have fewer agreements in the field of pro-

tection to persons and property than do municipalities of relatively large size.

Education

School district boundaries in Pennsylvania and New Jersey are coterminous with municipal boundaries and this has not worked satisfactorily. The excessive number of small municipalities, and municipalities with an insufficient tax base in relation to governmental needs, has been reflected in the large number of poorly equipped, inadequately staffed elementary and junior and senior high schools in suburban areas. Although the school district has power to levy its own taxes, tax money must be secured from the same tax base which is in so many cases insufficient for municipal needs.

In the last few years parents' groups, civic organizations and the Pennsylvania State Department of Public Instruction have been pressing for consolidated schools and joint schools, especially on the junior-senior high school level. Some consolidations and a substantial number of jointures (joint schools—schools which are operated by two or more districts acting together) have been effected on the Pennsylvania side. There appears to be less interest in jointures in New Jersey counties but there are examples in that sector.

Operation of joint schools is by far the most significant form of school district integration achieved by interjurisdictional agreement. However, there are other less extensive, but still important, cooperative arrangements between school districts which do not involve full

TABLE II^a

SCHOOL DISTRICT AGREEMENTS IN THE PHILADELPHIA METROPOLITAN DISTRICT BY TYPES

<i>Between School Districts</i>	<i>Number of Agreements</i>	<i>Number of Districts Involved</i>
Jointures	34	124
Receiving districts	304	88
Hiring staff	10	13
Joint purchasing	1	2
Transportation	2	4
Film library	1	10
Adult classes	1	2
<i>Between School Districts and Municipality or other Jurisdiction</i>		
Recreation	31	31
Library	0	0
Joint purchasing	2	2
Parking	1	1
Building	2	2
Total	389 ^b	200 ^c

^aSource: raw data collected in the field.^bThere are three other agreements in which school districts are signatories, but which for various reasons are more appropriately tabulated in another way.^cAdjusted to eliminate duplications where one district is engaged in more than one type of agreement.

jointure. These include the joint hiring of part-time teaching specialists or administrative personnel, exchange of students for particular courses, acceptance of students in certain grades by one district in return for acceptance of that district's students in another grade or grades, and other similar agreements. Table II shows the numbers and types of school district agreements in the Philadelphia metropolitan district.

The interjurisdictional agreement as an integrating device in the field of public education has been used to a much greater extent than in any other field. Through the operation of joint schools covering all primary and secondary grades complete integration of a number of districts has been successfully carried out. Partial, but important, integration has been achieved through jointures for

junior-senior high school and for other groups of grades. What has been achieved is not likely to be dissipated for agreements are normally written compacts covering an initial period of 30 years or longer. There is relatively little cooperation, however, in the hiring of school staff members and the purchase of supplies and equipment.

There are a number of agreements between school districts and municipalities but most of them are concerned with recreation or library services. Nearly all such agreements are between a school district and its coterminous municipality.

Miscellaneous Agreements

There are some agreements in other functional fields as shown in Table III.

The relatively recent appointment

TABLE III
MISCELLANEOUS AGREEMENTS

Recreation	— 1 between 2 units of government
Airports	— 1 between 5 units of government
Housing ^a	— 5 involving 3 units of government
Joint Purchasing	— 2 involving 4 units of government
Personnel Administration and Retirement	— 1 between 2 units of government
Taxation	— 1 between 2 units of government
Zoning	— 1 between 2 units of government

^aThese may not now be operative.

of planning commissions for Delaware and Montgomery Counties, Pennsylvania, may lead in a few years to interunit cooperation in this field, but there is no immediate prospect of such action. Little increase in the number of agreements in other miscellaneous functions can be expected during the next several years, since they elicit only a minimum of official interest and little or no interest is manifest from other sources.

In spite of the excellent opportunity for savings which joint purchasing offers, municipal officials are not favorably disposed toward the practice. They claim that a joint purchasing arrangement would be "cumbersome" and would not save enough money to warrant the effort. Many seem to think, wrongly, that buying in quantity necessitates large municipal storage facilities. Some officials hesitate to enter into joint purchasing arrangements because the credit rating of their own municipality is good and they do not want it adversely affected by arrangements with financially weaker communities. The real deterrent to joint purchasing, as evidenced in a number of interviews, is the official's unwillingness to relinquish control of one of his important functions. Perhaps, if the public were better informed of the possibilities of savings through

joint purchasing, there would be greater pressure on public officials to make savings in this way.

In the metropolitan district of Philadelphia there are 756 agreements in functional fields in 427 jurisdictions (including all eight counties, 218 cities, townships and boroughs, 200 school districts and one authority). Sixty-four per cent of the cities, townships and boroughs and 59 per cent of the school districts are parties to one or more agreements.

Of 686 local government units in the area the greatest number of participants in any one agreement is 49 (police radio) and most of the significant agreements involve no more than three or four parties.

Conclusions

On the basis of the record, the following conclusions may be drawn:

1. Interjurisdictional agreements for purposes of functional integration are widely used and meet with the approval of many local officials. Further exploitation of the device appears likely in a number of fields, such as sewage disposal, schools and police radio.

2. Functional integration has been achieved on a limited scale with greatest frequency in four main fields: sewage disposal (59 agree-

ments), road and bridge construction and maintenance (153 agreements), education (389 agreements) and police protection (134 agreements).

3. In the fields of garbage and trash collection and disposal, health, housing, purchasing and zoning—fields in which cooperation could provide real benefits—there is little or no integration.

4. While agreements for purposes of functional integration have been employed with increasing frequency in recent years, the record of achievement when related to the total problem is, at this time, a modest one.

The interjurisdictional agreement as an integrating device possesses certain characteristics and values:

1. It enables many jurisdictions to provide people with services through joint action which could not have been provided at all by the individual units with their limited financial resources.

2. Some jurisdictions have been able to expand and improve their services.

3. Certain economies, through reduction of overhead, elimination of wasteful duplication of equipment and large scale purchasing have been made possible.

4. A single agency is set up to provide a certain service where a number of agencies would be required to perform the same type of service in the absence of agreements. This obviously eliminates possible conflicts of authority and results in simplification of governmental machinery.

5. The optimum number of parties to an agreement varies with the subject of the agreement, population density, geography and other factors.

6. The interjurisdictional agreement is a flexible integrating device in that it may be used, within the limits of the law, for any functional purpose deemed advisable.

7. Functional integration through the interjurisdictional agreement has an unusual popular appeal because there is nothing compulsory about its use. The people and their local representatives and administrators decide in each case when and under what conditions it will be used.

It can hardly be said that the interjurisdictional agreement is an ideal solution to the metropolitan problem but, if Philadelphia is typical of other metropolitan areas, this is a device that is much more extensively used than has been supposed.

News in Review

City, State and Nation . . .

Edited by H. M. Olmsted

Constitutional Revision Urged in South Dakota

Little Hoover Committee Submits Many Proposals

FIRST in a list of 29 recommendations of South Dakota's Little Hoover Committee¹ is the creation of a constitutional convention for comprehensive revision of the state's 65-year-old constitution, which has been amended 57 times and has become long and confusing. The committee points out, however, that the procedure for establishing such a convention needs official clarification and that a period of four years or more will elapse before a convention can actually start work.

As the constitution requires that, after two-thirds of each branch of the legislature decide that a convention is necessary, the convention call must be approved by a majority of the people voting at an election for members of the legislature, the committee recommends that preparatory studies be made "to serve as a basis for action by a convention and as a means of acquainting the public with the need for constitutional revision."

The 28 other recommendations include several constitutional amendments for adoption whether or not a convention is called. Prominent among them is one to lengthen the term of the governor, lieutenant-governor and other constitutional officers from two to four years and to elect them midway between presidential elections. It is also suggested that legislative terms might well be lengthened from two years to four.

¹Report of the Little Hoover Committee, (Legislative Research Council) Pierre, South Dakota, August 2, 1954. 48 pages.

The committee was appointed in 1953 by Representative Nils A. Boe, chairman of the Legislative Research Council, upon authorization by the executive board which, in turn, was charged with the responsibility of making a survey of state institutions, departments and commissions in an attempt to increase the efficiency of the state government. The 1953 legislature appropriated \$20,000 for this purpose.

The board engaged Griffenhagen and Associates as consultants, to render reports on three subjects: (1) over-all administrative organization, (2) higher education and (3) the Divisions of Taxation and Licensing. Funds did not permit a detailed examination of all state departments and agencies.

Under date of August 2, 1954, the committee transmitted its 48-page report to the executive board of the Legislative Research Council.

Although South Dakota became debt-free in August of this year, the cost of its government has increased rapidly; the last general biennial appropriation act is seven times that of 1937-39. The increase is partially attributed to outmoded administrative organization. The last comprehensive organization study was made 32 years ago.

Departments Reorganized

There are now some 125 state departments, boards, commissions, agencies and institutions, with illogical grouping or overlapping of functions and dispersion of executive authority, according to the consultants, who advised that central direction could be attained by organizing state administration into fifteen basic departments. This would involve constitutional changes, especially in the field of finance. The committee made

thirteen general recommendations (aside from those proposing a convention and four-year terms) as to administrative reorganization, representing a more limited amount of consolidation, as a foundation for future development.

A recommended Department of Education would be headed by a commissioner chosen by and responsible to a proposed Board of Education of seven members, appointed by the governor, with Senate approval, for seven-year overlapping terms. The present elective constitutional office of superintendent of public instruction would be eliminated by amendment to the constitution. The new department would include the State Library and the Service to the Blind, now separate agencies, and, by another amendment, the Schools for the Blind and the Deaf.

A Department of Commerce would be created, to be headed by a commissioner appointed for four years by the governor with Senate approval; it would assume the functions of the Banking and Insurance Departments, the fire marshal, the Securities Commission, supervision of incorporation (from the secretary of state) and the administrative activities of the Aeronautics Commission.

A Department of Natural Resources, likewise headed by a commissioner, would take over the conservation and regulation of oil, gas and water from existing agencies, with other functions to be determined by the legislature from time to time.

The staff and functions of the Divisions of Taxation and Licensing of the Department of Finance would be transferred to a new Department of Revenue, headed by a commissioner.

A Highway Department would be established, with a single head appointed by and responsible to the Highway Commission.

A Division of Administration would be created in the Department of Finance

to supervise central administrative services.

It was urged that continuous study of administrative organization matters be made by the State Affairs Committee of the legislature and an appropriate committee of the Legislative Research Council and that the legislature be given adequate professional assistance for analyzing state building, budgetary and fiscal needs.

Among eight separate recommendations on higher education a leading one proposes the consolidation of all state institutions of higher learning into a South Dakota State University system with a president as administrative head and as a contact with the legislature and the state administration. Another calls upon the legislature to authorize the Board of Regents to contract with boards of education in other states for professional education in certain specialized fields, on a reciprocal basis if possible.

The special study of the Divisions of Taxation and Licensing resulted in six recommendations for specific changes, primarily legislative, to increase efficiency and prevent abuses.

Kentucky League Stresses Legislative Program

At the 25th annual conference, held at Cumberland Falls State Park late in September, the Kentucky Municipal League adopted a series of resolutions designed to enlarge the service rendered by the league to Kentucky cities. A leading resolution called upon league officers and directors to have a proposed legislative program ready for discussion at next year's conference. Although such programs have been developed to some extent by the officers, staff and committees in the past, with specific suggestions for legislation being taken up at the conference, no broad program has been submitted in advance.

Another resolution establishes a new committee which will circulate in advance of the conference information on matters to be discussed, including the legislative program. Another directed that future conferences include special sessions for representatives of municipalities according to class—representatives of Louisville, the only first-class city, probably to meet with those of second-class cities.

A monthly news letter is to be published in place of the present quarterly, *The Kentucky City*; and special bulletins on current developments affecting cities will be prepared.

The delegates referred to the board of directors a proposal to study all state laws governing municipalities, with a view to modernization, the law schools of the Universities of Kentucky and Louisville being asked to conduct the study.

David Aronberg, mayor of Ashland, was elected president, succeeding Mayor J. J. Maloney of Covington. Mayor Andrew Broadus of Louisville, chairman of the resolutions committee, was elected vice president.

'The Name's the Same' — Obscure Candidate Nominated

In the first primary contest (September 14) under the new Massachusetts law reviving pre-primary state conventions for the nomination of state party candidates,¹ one candidate, John F. Kennedy, described by local newspapers as an "obscure Democrat," employed at the Gillette Safety Razor plant in Canton, won the Democratic nomination for state treasurer because, the newspapers pointed out, the voters confused him with United States Senator John F. Kennedy, who was not up for election, Mr. Kennedy from Canton was the only successful candidate of those placed on the Democratic ballot by petition. Con-

vention-designated candidates for governor and United States senator won over petition-nominated opponents. Other offices were uncontested.

The Republican slate as designated by that party's convention was uncontested.

Massachusetts' new nominating procedure differs from the National Municipal League's *Model Direct Primary Election System* in that it provides for submission of candidates by a big one-session convention instead of by a permanent state central committee of the responsible party managers. R. S. C.

Legislative Service Conference Adopts New Name

At its seventh annual meeting, in San Francisco September 8-11, the Legislative Service Conference changed its name to National Association of Legislative Service Agencies. More than 275 state legislators and heads of staff agencies serving 39 states and two territorial legislatures participated in the meeting, according to *State Government*.

Workshop sessions dealt with legislative research, reference and library services, legislative fiscal analysis, operations of legislative clerks and secretaries, formal and substantive revision, bill drafting and legislative procedures.

Officers elected for the coming year are Ralph N. Kleps, California Legislative Counsel, president, and Robert A. Ainsworth, Jr., Louisiana state senator, vice president.

Council-Manager Plan Developments

The borough council of DANVILLE, PENNSYLVANIA, (1950 population, 6,994) has adopted the council-manager plan, according to the *Danville News* of September 15, which editorially applauds the action.

NARBERTH, PENNSYLVANIA, (5,407) has recently adopted the manager plan by ordinance.

¹See the REVIEW, July 1954, page 353.

The BENNINGTON, VERMONT, village committee for city government is drafting a charter and has been urged to adopt the manager plan.

GREENWICH, CONNECTICUT, by a vote of its representative town meeting, moved toward the council-manager plan on September 13 by voting to support a legislative bill creating a trained chief administrator who will be appointive and removable by the board of selectmen and who will be empowered to appoint and remove the heads of most of the operating departments subject to the approval of the board.

A proposed council-manager charter for MARION, OHIO, to be voted on at the November 2 election, is vigorously opposed by a group called the Independent Citizens Committee for Constitutional Government, which desires to have the offices of mayor, solicitor, auditor and treasurer remain elective.

GRAND ISLAND, NEBRASKA, voted on August 10 to retain the council-manager plan, 2,674 to 2,369.

In GARDEN CITY, KANSAS, petitions bearing 718 signatures were filed in September, asking for a popular vote on abandoning the council-manager plan in favor of the former mayor-commission plan. It was expected that the question would be on the November 2 ballot.

WATONGA, OKLAHOMA, voted 522 to 372 on September 14 against adoption of the council-manager plan.

The home rule commission of EL CAMPO, TEXAS, has adopted a tentative charter providing for the council-manager plan, to replace the present mayor-council form. Seven council members would be the only elected officials.

In ORANGE, TEXAS, the July election at which the council-manager plan was approved by the voters has been held valid by the district court. Although an appeal is pending, the *Orange Leader* states editorially that the chance of reversal is remote and urges the city coun-

cil to take immediate steps to set up the council-manager plan.

In SAN ANTONIO, TEXAS, the council voted unanimously on September 23 to rescind a previous notice of intent to call an election on October 30 for the purpose of voting on proposed charter amendments for abolishing the council-manager plan. The council unofficially expressed its intention to name a commission to revise the present charter. On the same day the council declined to order a recall election, involving four councilmen, as sought by petitions that had been filed. A suit for an injunction to prevent the city clerk from certifying the sufficiency of signatures on the petitions was lost in district court on September 22. The court ordered the council to set the recall election and, on October 9, the council, with five members present (two of whom had previously attempted to resign), set it for November 16.

FORT COLLINS, COLORADO, on October 5 voted 2,133 to 1,834 for a council-manager charter in place of an existing commission-manager charter, adopted in 1939. A council of five will replace the present three commissioners.

Sixty managers, 48 from Maine and twelve from other New England states, attended the eighth New England Managers' Institute held at the University of Maine in Orono, August 22 to 26. Topic highlights included: The Job of Management, Delegation of Work, Do's and Don'ts for Managers, Municipal Insurance, What Councils and Managers Expect of Each Other, Citizen Participation, Economic Status of Managers, Accounting for Small Communities, Annual Municipal Reports and Hints for Better Management:

Denver Provides for Career Service

An amendment to the charter of the city and county of Denver, creating a

"career service" and Career Service Authority, was adopted by the voters at a special election on September 14, in conjunction with the primary election. The vote was 24,031 to 20,551.

The career service includes all city and county employees, with various exceptions such as city and county officers, judges, policemen, firemen, employees of the council, the auditor's office, the courts and several commissions.

The amendment creates a Career Service Authority directed by a Career Service Board of five members appointed by the mayor for five-year staggered terms, to serve without compensation. The board is authorized to make rules to govern the career service; and these must provide that: (1) appointments shall be made solely upon merit and fitness; (2) dismissals shall be only for cause, including the good of the service; (3) no discrimination shall be made because of race, color, creed, national origin or political opinion or affiliation; and (4) employees may designate agents to represent them in dealing with their superiors, the Career Service Board, the council or the mayor.

A classification and pay plan is directed to be enacted by the council after recommendations are made by the Career Service Authority, with pay rates, including fringe benefits, equal to "general prevailing rates."

The council is directed to appropriate for the authority at least one per cent of the payroll in the career service.

Present employees retain their positions without tests and shall be dismissed only in accordance with the provisions of the amendment.

Minneapolis Aldermen Retain Two-year Terms

At a special election on September 14 in Minneapolis, Minnesota, a proposed charter amendment to establish four-year staggered terms for members of the

board of aldermen received 53,614 favorable votes as against 45,922 unfavorable votes, but failed to obtain the requisite 60 per cent of the total vote thereon. The total city registration was reported as 276,997, and the total vote at the election, 107,426.

The amendment, proposed by the city's charter commission, specified that aldermen from odd-numbered wards would be chosen at the next election for four-year terms and those from other wards for two-year terms, with four-year terms for all aldermen thereafter.

The Citizens League of Greater Minneapolis, which has favored four-year terms but not on a staggered basis, took no definite position on the amendments.

Dead Candidate Polls 2,435 Votes

In Spokane, Washington, one John F. McKay, a candidate for Congress, died August 25, 1954, too late for the removal of his name from most election ballots in his congressional district. The death was well publicized by press and radio but the Associated Press reports that with 463 of the district's 620 precincts counted, about one-third of the votes, 2,435, were nevertheless cast for the dead man.

College Students Prepare City's Annual Report

The current annual report for the city of Cortland, New York, has been prepared by ten graduate students from Cornell University at nearby Ithaca. The students were enrolled in municipal administration courses at the Cornell School of Business and Public Administration and worked as a staff for the mayor of Cortland in preparing the report.

The project was part of a two-year program during which architecture students are scheduled to prepare a master

(Continued on page 552)

County and Township . . .

. . . Edited by Edward W. Weidner

Houston to Study City-county Merger

Fulton County Voters Support Consolidation

MAYOR Roy Hofheinz of Houston, Texas, has appointed a committee of three city councilmen to map plans for possible merger of the governments of the city of Houston and Harris County. Chairman of the committee is Councilman George Marquette, who requested that the committee be appointed. He has asked the city attorney for a formal ruling which would outline the procedure necessary to effect a merger.

"I realize the actual merger may take some time, inasmuch as it will take a constitutional amendment," said Mr. Marquette, according to the *Houston Chronicle*, "but we have to start some time and now is as good a time as any." Both Mayor Hofheinz and County Judge Bob Casey have stated they are in favor of such a merger. Judge Casey comments, however, that he has no plans for bringing the matter before the county commissioners. "I think the action should stem from the citizens rather than governmental agencies," he said.

Fulton County Vote

Voters of Fulton County, Georgia, at the September 8 primary election, were asked to express their opinion on the question, "Do you favor a complete consolidation of Fulton County and City of Atlanta governments?" The vote was advisory only and about one-seventh of those who went to the polls expressed an opinion, according to the *Atlanta Journal*. But a majority of those who did so are in favor of consolidation. The unofficial count on the question was 6,659 "yes" and 4,814 "no."

This is the second time in recent years such a question has been on the Fulton County ballot. In 1952 the question was, "Do you favor one government for all citizens of Fulton County?", which was overwhelmingly approved.

County Official Offers Good Advice

"Sound advice was given to county officials everywhere by William R. MacDougall," reports *Better Roads* for August in an editorial titled "Good Medicine for Counties." Mr. MacDougall, general manager of the County Supervisors Association of California, offered his advice in a talk before Colorado county commissioners at the University of Colorado. Quoting from the *Better Roads* editorial:

Increase the power of the board of supervisors or its equivalent in the management of county affairs, he counseled. Consolidate existing independent county offices and reduce the number of elected county officials. Create the position of county administrative officer in all medium and large-size counties. Centralize administration of county roads as a county-wide operation. Practice functional consolidation of services now performed separately by counties, cities and special districts to a larger extent.

These are not proposals drawn from the papers of theorists, Mr. MacDougall said; they are all developments that have been tested in actual practice in California.

Florida Attorney General Holds County Manager Illegal

According to Attorney General Richard Ervin of Florida, answering a question raised by State Representative Henry S. Bartholomew of Sarasota, a county com-

mission may not delegate its powers to a county manager. He added, however, that it would appear the legislature could authorize the county board to employ a person whose duties would be to act as the agent of the board, to supervise only the business affairs of the county which are under the board's control. As reported in the *Sarasota Journal*, Representative Bartholomew asked the attorney general for a ruling because of inquiries from numerous Sarasota County residents interested in the plan.

County Officials Hold Annual Meeting

The 1954 annual meeting of the National Association of County Officials was held in Omaha in June. It resulted in recommendations on a number of issues confronting county government.

In the field of intergovernmental relations, and with special reference to the national Commission on Intergovernmental Relations, it was recommended that at least two days of hearings be held by the Commission's study committee on payments in lieu of taxes so that members of the association might have an opportunity to present to the committee results of their studies on the subject. It was recommended that association members contact their congressional delegations, urging that such hearings be held, that county government had not yet been adequately heard by the commission or its study groups. The association pledged its aid to the commission.

A second set of resolutions concerned welfare. Here again grants-in-aid were uppermost in the association's mind. For example, it was suggested that an endeavor to secure a just and equitable distribution of grant-in-aid funds, without the necessity of increasing federal appropriations for this purpose, be made and also that counties be aided in minimizing

the shock caused by abrupt cessation of any type of federal service given to Indians, particularly in the fields of health, welfare and hospitalization.

Among the resolutions adopted was one approving the continuing efforts of the counties of western states to obtain permission for national forest cutting receipts to be used as directed by each county's governing body for schools, roads or other governmental functions in the proportion that the public interest in each county may require from time to time.

The conference felt that there should be no change made in existing provisions of law for payment by the federal government of half the cost of administering public assistance programs.

Civil defense provided the central discussion for another set of resolutions. In this area the officials urged the Federal Civil Defense Administration to give immediate and special study to the problems of the American rural counties near urban areas, including the problems of emergency highways and policing.

Noting that reevaluation of civil defense plans is now in order and that the international situation has assumed an intensely threatening character, the association went on record as favoring renewed efforts to support the Federal Civil Defense Administration and all the local civil defense agencies wherever and whenever possible. The entire program of civil defense as now carried on must be strengthened.

One of the highlights of the meeting was an address by Dr. George C. S. Benson, research director of the Commission on Intergovernmental Relations, who reviewed the problems before the commission. Other addresses were on highway development, reviewing the objectives of a rather extensive study by the Highway Research Board Committee on highway laws, and on "The Drift Toward Socialism."

Taxation and Finance*Edited by Wade S. Smith***Legislatures Amend
Tax Laws in 1954*****None of 20 States Holding
Sessions Adopt New Taxes***

ALTHOUGH the twenty state legislatures holding sessions in 1954 did not adopt any new taxes, more than half amended existing laws in one or more respects, according to a round-up of the off-year sessions made by the Federation of Tax Administrators.

Arizona completely revised its income tax legislation, raising rates in the \$1,000 to \$10,000 brackets by $\frac{1}{2}$ of 1 per cent to 1 per cent, providing a standard optional deduction of 10 per cent of adjusted gross income up to \$500, and changing the form of the personal exemptions from credits against the tax liability to allowances against taxable income. Income taxpayers in Kentucky were granted extended use of optional tax tables and of a standard deduction. Both these states and Colorado provided for withholding of the tax by employers.

Massachusetts lowered its normal tax on earned income of individuals, while Rhode Island extended a previously enacted temporary increase in corporation income tax rates. Virginia, which has a tax credit feature geared to the overrun of revenues as compared with budget estimates affecting both individuals and corporate income taxpayers, raised the levels at which the credit is allowed. Previously enacted temporary decreases in individual income tax rates were extended another year by New York and Colorado.

Four states revised taxes affecting motor vehicle transportation. Louisiana amended its special fuels tax to place collection responsibility on the distributor instead of on the dealer, and imposed

additional motor vehicle tax fees for overweight vehicles. Kentucky revised its motor fuel tax laws to provide a use tax on interstate carriers while New Jersey raised the gasoline tax from three cents to four cents per gallon. Mississippi raised its maximum weight limitations and adjusted the motor vehicle license rates for the heavier vehicles.

Cigarette taxes were raised to three cents per pack in Kentucky, compared with a previous rate of one cent per ten cents of selling price. Utah taxes went from two cents to four cents per pack. Kentucky also raised its tax on wine from 25 cents to 50 cents per gallon and on beer from \$1.50 to \$2.50 per barrel. Maryland increased the tax on distilled spirits from \$1.25 to \$1.50 per gallon and prohibited local imposition of alcoholic beverage taxes. In Texas, the beer tax was increased from \$1.37 to \$2 per barrel. New Jersey increased liquor license fees.

No state changed its sales tax rates in 1954 but Rhode Island extended through May 31, 1955, a temporary 1 per cent tax imposed earlier. Procedural changes were made in the sales tax laws in Louisiana, Maryland, South Carolina and Mississippi, the latter extending to all cities the privilege of imposing a $\frac{1}{2}$ of 1 per cent sales tax formerly extended to a limited group of cities.

Extensive changes were also made in taxes in the District of Columbia. Individual income tax rates were raised to a range of 2.5 per cent to 4 per cent compared with 1.5 per cent to 3 per cent previously, while the 1 per cent retail sales tax was extended to certain foods previously exempted. The gas tax was increased from five cents to six cents per gallon and motor vehicle license fees were increased. The tax on dis-

tilled spirits was raised also, from 75 cents to \$1.00 per gallon, while the beer tax went from \$1 to \$1.25 per barrel and the tax on wine from fifteen cents to twenty cents per gallon.

State-local Voters Faced Heavy Election Calendar

Despite the fact that 1954 is an "off-year," state and local voters found no dearth of fiscal proposals on their ballots when they went to the voting precincts in November. Constitutional amendments, according to preliminary indications, were fewer than in most recent years, but the volume of new bond proposals was half again as high as in 1953, with state and local issues aggregating roundly \$1,500,000,000 compared with about \$1,000,000,000 last year.

A few bond proposals were of substantial size and large authorizations in general were more numerous than in recent years. New York State voters faced the largest individual propositions—one for issuance of \$350,000,000 for mental hospitals and another of \$200,000,000 for slum clearance. California voters were called on to decide on two big proposals also. One was of \$175,000,000 for veterans' loans and the other of \$100,000,000 for state school building aid loan bonds. Both were to provide additional money for programs already in operation, California voters having approved \$80,000,000 of veterans' loan bonds following World War I and \$380,000,000 following World War II, as well as \$435,000,000 school building aid loan bonds in 1949 and 1952. In Michigan, an \$80,000,000 veterans' bonus issue was on the ballot, augmenting \$230,000,000 previously voted in 1947.

At least half a dozen cities submitted bond proposals in the \$20,000,000 and over range. These included submission of \$74,630,000 in Philadelphia, \$39,900,000 in Cleveland, \$32,500,000 for school

district purposes in Long Beach, California, \$25,308,000 for building purposes in Los Angeles County, California, \$25,100,000 in Seattle, and \$19,580,000 for various purposes in San Francisco.

Local units also submitted a variety of special propositions to their citizens. Sacramento voters were called on to choose whether to acquire a privately owned bus system while Omaha voters considered granting a 25-year exclusive franchise to a bus company. In Denver, where financing has already been secured for a municipal parking project, a referendum was held on a proposal to authorize a permit to a private company to extend a parking lot under a city street. In Texas, a constitutional amendment was up for consideration to permit creation of county hospital districts, a device sought by civic leaders in Houston and some other centers to circumvent present limitations on city and county taxes.

Kansas Counties Heavy Users of Fiscal Aid

County governments in Kansas receive more than one-third of their current revenues from state and federal aid, according to a recent study of the League of Kansas Municipalities. By far the largest allocations were for social welfare; according to the league, county revenues in the fiscal year ended June 30, 1954, for this purpose included \$18,485,000 from federal funds and \$12,142,000 from the state welfare accounts, a total of \$30,627,000. For county roads and bridges a total of \$7,100,000 of fiscal aid was received, \$3,600,000 from the state's county and township road funds and \$3,500,000 from state gas tax allocation. In addition, \$3,755,000 of federal highway funds were expended on approved county secondary road projects during the year, but not handled by counties. General county funds benefited by receipt of \$1,311,000 from the cig-

(Continued on page 545)

Proportional Representation

*Edited by George H. Hallett, Jr.
and Wm. Redin Woodward*

(This department is successor to the Proportional Representation Review)

Cincinnati Committee Formed to Uphold P. R.

*Hare System Supported
by Leading Citizens*

THE Committee to Protect the Charter, composed of sixteen prominent persons associated with various civic, social and economic groups in Cincinnati, was formed recently to assist in the campaign opposing a proposed charter amendment seeking to substitute a form of limited vote for the proportional representation method of electing councilmen. Cincinnati has used P.R. since 1927.

Former Mayor Murray Seasongood, nationally known authority on municipal law, is honorary chairman. Mrs. Albert D. Cash and Mrs. Russell Wilson, both widows of former mayors, are honorary vice chairmen.

Active co-chairmen are Charles P. Taft and William A. Geoghegan, who, shortly after the committee was constituted, issued a statement denouncing the limited vote proposal as a monstrosity. They referred to it as an English scheme abandoned there 75 years ago and abandoned also in New York in 1882 after nine years' trial and in Boston in 1898 after four years' trial. As reported in the Cincinnati *Times Star*, they remarked:

P.R. has an outstanding record in Cincinnati. It has produced good councils, which have conducted the city's business on a basis designed to give Cincinnati the best streets, the best sewer system, the best lighting, the best traffic control, the soundest financial base, the best personnel operation, the best master plan and the best manager in the United States.

P.R. also insures that no minority

machine can elect more than a minority of the council. This is what the self-styled "improvers" of the so-called Charter Improvement League don't like.

A vote on the substitute proposal was scheduled for the general election on November 2.¹

Swedish Cities Hold P. R. Elections

Municipal and district council elections were held in Sweden on September 19 by the list system of proportional representation. Only the Conservatives were able to increase their number of votes, according to reports from the American-Swedish News Exchange. Attendance at the polls reached nearly 80 per cent, somewhat less than in the previous municipal elections, held in 1950.

According to preliminary figures for the entire country, not including absentee ballots, the Social Democrats polled 47.8 per cent of the votes as compared with 48.6 per cent in the 1950 elections. Corresponding figures for the other parties were: Liberals, 21.6 per cent, compared with 21.7 per cent in 1950; Conservatives, 15.2 per cent, compared with 13.2 per cent in 1950; Agrarians, 10.4 per cent, as against 12.3 per cent in 1950; and Communists, 4.9 per cent in both 1954 and 1950.

Both of the two largest parties lost ground slightly in the capital city of Stockholm. In the 100-member city council the Social Democrats now hold 41 seats and the Liberals 31 as the result of polling the equivalent percentage of the vote. This is a loss of two seats for the Social Democrats and a loss of four for the Liberals.

¹See the REVIEW, September 1954, page 421.

The Conservatives gained three seats for a total of twenty and the Communists also gained three for a total of eight. The distribution of seats corresponds closely to the vote by party tickets, as the party list system of P.R. normally assures, but the Communist gain represents only a slight increase in the vote because that party failed to get fully proportional representation in the 1950 election (as may happen when a party is very small and the election is conducted in districts).

In the following table, in the column of percentage of votes, the change over the 1950 percentage is shown by the parenthetical figures.

<i>Party</i>	<i>Votes Cast</i>	<i>Per- centage of Votes</i>	<i>Seats Ob- tained</i>
Social			
Democratic	177,413	40.8(—1.7)	41
Liberal	135,218	31.1(—1.8)	31
Conservative	88,639	20.4(+3.5)	20
Communist	33,430	7.7(+0.2)	8
Agrarian	265	.06	—

Combination System Used in Schleswig-Holstein

In the election of a provincial legislature by the state of Schleswig-Holstein on September 12, a modified form of proportional representation, similar to that used by other West German states and by the West German Federal Republic, was used. This system is based on district majority elections followed by a

distribution of additional seats at large in such a way as to make the total results approach proportionality.¹ In the Schleswig-Holstein version of the system 42 of the 69 members of the legislature were elected by single-member districts, while the remaining 27 were chosen from party tickets on a proportionalizing basis.

The Social Democrats made a substantial gain over the previous election a year earlier, climbing from 26.5 per cent to 33.2 per cent in popular votes. They elected the largest number of single-member district seats, 22, and obtained three more on the proportionalizing distribution, for a total of 25.

The Christian Democrats, with almost as many votes, also obtained 25 seats, but only 20 of these were obtained by districts, and the proportionalizing feature of the electoral system was needed to give them the parity with the Social Democrats which they deserved because of their popular vote. The 32.2 per cent of the vote obtained by the Christian Democrats was a come-down for that party, however, as it had obtained 47 per cent of the poll in 1953.

The All-German Refugee party, the next in size, polled 14 per cent of the vote and obtained ten seats in the legislature, all of them by virtue of the proportional feature of the electoral system.

¹For a description of the system see the REVIEW, October 1949, page 460.

SCHLESWIG-HOLSTEIN, ELECTION OF SEPTEMBER 12, 1954

<i>Party</i>	<i>Votes Cast</i>	<i>Percentage of Votes</i>	<i>Seats Obtained</i>	<i>Percentage of Seats</i>
Social Democratic	396,067	33.2	25	36.2
Christian Democratic	384,874	32.2	25	36.2
All-German Refugee	157,319	14.	10	14.5
Free Democratic	89,414	7.5	5	7.2
Schleswig-Holstein Bloc	61,270	5.1	4	5.7
Communist	24,730	2.3	—	—
German Reich	17,318	1.5	—	—
Federal German	10,009	0.8	—	—
Land	1,028	0.1	—	—

This party is allied with the Christian Democrats in Schleswig-Holstein, so that these two parties are preponderant in the state government with their slight majority in the legislature.

Although the Free Democrats, who received 7.5 per cent of the votes and five seats, are allied with the Christian Democrats in the federal parliament, they are in the opposition group in the Schleswig-Holstein legislature. The results of the election as reported in the *New York Times*, accounting for all but about 3 per cent of the vote, which may have been cast for scattered independent candidates, are given in the table on page 544.

HOME RULE STILL A FARCE

(Continued from page 525)

sponsor aggressive associations of municipalities.⁵ The most vivid example in recent years of the validity of this statement has been portrayed in Tennessee.

The League of West Virginia Municipalities had its inception during the early '30s, although the formal authorization of such action was extended by the legislature twelve years later. Restrictions contained in the law have never permitted adequate financing of league activities. A municipality is prohibited from contributing to the league an annual sum in excess of one cent per capita. As a result, the league has never been financially capable of sustaining a staff adequate to conduct the research necessary to

buttress a realistic program. Instead, municipal officials must be content to stand hat in hand in legislative halls begging for bread in hopes that an occasional crumb will be cast their way.

Some members of the legislature have voiced concern over the need for documented facts as a basic requirement for a more intelligent solution to the current problems of municipal government. The legislature, however, has no regular research arm, although some attention has been directed to general problems of municipalities by interim committees. Under the circumstances, responsibility for the presentation of facts rests heavily upon the municipalities themselves and, until this is fully recognized and undertaken, few constructive results can be anticipated.

TAXATION AND FINANCE

(Continued from page 542)

arette tax and \$426,000 from the liquor tax.

All these direct aids, which aggregated \$39,464,000, exclude the county share of the state sales tax, which functions under the Kansas setup as a replacement for general property taxes, the individual units being eligible to share in the allotment only if and to the extent that their several fund tax levies are within the respective legal limitations set by statute. This aid included \$615,000 for the welfare funds and \$1,560,000 for county road and bridge funds. The total budget estimate of all county government expenditures for 1954 was \$107,517,000.

⁵*Home Rule for America's Cities*, Chicago, American Municipal Association, 1949, page 18.

Citizen Action Edited by Elsie S. Parker

Citizen Committees Render Reports

Cover Budgets, Police, Taxation and Economics

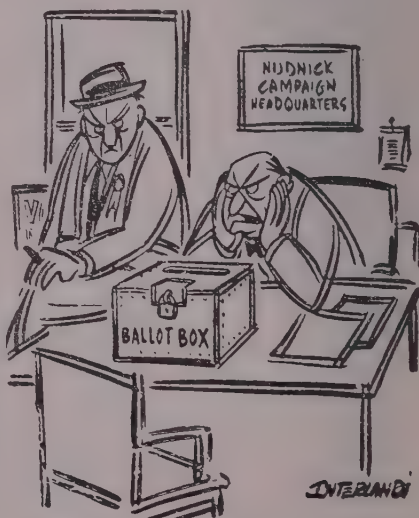
THE Citizens Advisory Tax Commission of Alexandria, Virginia, has published its report to the city council, *Alexandria's Tax System* (80 pages), as well as a summary report, *Alexandria's Taxes* (16 pages). Fifteen thousand copies of the latter have been distributed on a door-to-door basis by off-duty firemen, reports the city manager's office. Citizen response has been good and, during the consideration of the current budget program, there appears to have been a greater understanding on the part of the citizens that demands for services and improvements must be financed by taxes. The committee of seven members was appointed by the city council in March 1952.

The Report of Findings of the 25-member Citizens Advisory Committee on the Civil City Budget for 1955 was submitted to Mayor Alex M. Clark of Indianapolis in August. In addition to a "Summary of Budget and Tax Levy Reductions" recommended by the committee, and "General Observations," there are reports of four subcommittees—for the general fund and administration, park department, department of sanitation and department of health and hospitals.

The Citizens' Police Advisory Committee of San Jose, California, has completed three years of work, reports *Public Management* for September. The 32-member group was formed to study specific police problems and to foster a closer relationship between the police department and the citizenry. "The committee is broadly representative of the community and includes representatives of trade associa-

tions, parent-teacher groups, the press, radio, labor, veterans' organizations and other groups," reports *Public Management*. Among the problems discussed at its meetings are vice conditions, including certain forms of amusement and liquor licenses, police department manpower and the possible construction of a new police headquarters building.

Citizen committees, with technical assistance from the University of Wisconsin, have completed a comprehensive economic survey of Kenosha, Wisconsin, reports Richard H. Custer, city manager, in *Public Management*. Purposes of the survey were "to inventory and appraise the strong and weak points of Kenosha's industrial and commercial life and to determine how the weak points can be strengthened." The report, *Kenosha—Its Economic Life and Related Aspects*, is divided into three parts: Part I, *Findings* (70 pages), Part II, *Findings* (113



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"Gad, when I think of the power the people have . . . it just isn't fair."

pages) and Part III, *Conclusions and Recommendations* (48 pages).

Albuquerque Citizens Group Reorganizes

The Citizens Committee of Albuquerque, New Mexico, organized in 1952, has reorganized on a somewhat more formal basis and adopted a new constitution. In its original form the committee confined itself to the study of various municipal problems, presenting its report to the city government. Finding that this approach was not productive of results, the committee, in the fall of 1953, decided to support candidates for the three vacancies in the city commission to be filled at the April 1954 election.¹ The efforts of the committee were so successful that the organization made its decision to reorganize with a larger program.

According to the new constitution, the purposes of the committee are:

1. To study municipal problems;
2. To ascertain public opinion on municipal affairs;
3. To disseminate information on municipal affairs;
4. To support and encourage sound practices in municipal government;
5. To formulate and promote city ordinances and state legislation bearing on municipal affairs;
6. To select and support suitable candidates for municipal offices;
7. To take such other actions as may contribute to the furtherance of good municipal government in Albuquerque.

The committee is completely nonpartisan in nature.

Citizen Planning Group Activities

The Citizens' Council on City Planning of Philadelphia acted as co-sponsor of the National Planning Conference of the American Society of Planning Offi-

cials, held in Philadelphia in September. Earlier a large steering committee was formed, under the chairmanship of the council's executive director, which handled the many local details of the conference. Topics ranged from "Preservation of Historical Areas" to "New Communities—Lessons to Be Learned." A joint luncheon attended by CCCP delegates and planners was addressed by Mayor Joseph S. Clark, Jr., on "Local Government and the Next Decades." Citizens' Council president, John W. Bodine, presided.

The city-county planning committee of the Municipal League of Spokane, Washington, held a special dinner meeting in September to discuss "Planning for Spokane." City Plan Director Harry Aumack was the speaker.

The Greater Dallas Planning Council has just distinguished itself by having its budget of \$50,000 oversubscribed, according to *Planning and Civic Comment*, official organ of the American Planning and Civic Association. . . . The Wheeling Area Conference on Community Planning has published *Today and Tomorrow in the Wheeling Area*, outlining planning projects under way in that city as well as tasks ahead. . . . The Buffalo and Erie County Planning Association, organized 34 years ago, is issuing a new publication, *The Planner*.

Membership Drive Success

For the second consecutive year, reports *Greater Cleveland*, bulletin of the Citizens League of Cleveland, the number of new members joining the league in its annual membership drive has exceeded 500. The 1954 drive added 598 members, exceeding the 501 for 1953. Success of the campaign is attributed to the drive and enthusiasm of Vice President Earl M. Richards, chairman of the membership committee, and Bernard H. Schulist, league board member and chairman of the general committee.

¹See the REVIEW, July 1954, page 368.

Know Your Government

Sponsored jointly by the Citizens League of Greater Minneapolis and the League of Women Voters of that city is a "Know Your Local Governments" course, taught by teams of university professors and government officials. The course, covering seven Thursday evenings, was offered through the adult education program at the YMCA.

Government Charts

The Hamilton County Research Foundation has published a four-page *Organization of Government in Cincinnati and Hamilton County*, which should be of value to local citizens. Accompanying a brief description of the two governments are charts for both city and county.

New Publications

Here are some recent publications which should be of interest to civic workers and groups.

So, You've Been Elected Publicity Chairman—Or, How to Make Friends with the Editor (22 pages) has been published by the Occidental Life Insurance Company of California at Los Angeles.

Recreation in the City of Worcester (17 pages), published by the Citizens' Plan E Association of Worcester, Massachusetts, has been presented to the Parks and Recreation Commission of the city.

Participation in Organized Activities in a Kentucky Rural Community (28 pages), by Paul D. Richardson and Ward W. Bauder, has been published by the Kentucky Agricultural Experiment Station at the University of Kentucky, Lexington.

The Church Federation of Greater Chicago has prepared *The Role of the Church in Community Conservation* (10 pages) in cooperation with the Office of the Housing and Redevelopment Coordinator of the City of Chicago. It is a re-

port of a special conference on neighborhood conservation with a supplement recording developments in community conservation as of January 1954.

Emory J. Brown is author of *Who Take Part in Rural Organizations?* (36 pages), published by the Agricultural Experiment Station of the Pennsylvania State University at State College.

Young People and Citizenship (230 pages), by Edward B. Olds and Eric Josephson, is available from the National Social Welfare Assembly, 345 East 46th Street, New York 17, at \$1.50. The report represents a cooperative effort on the part of many organizations, social workers, educators and social scientists and is concerned with the manner in which young people are prepared for responsible citizenship.

Citizens Report

The Citizens' Civic Association, Inc., and Citizens Council of Allen County, Indiana, tell of their activities in 1950—*4 Years of Stimulus to Citizen Initiative and Helpful Service to Local Citizens—1954* (16 pages).

New Organization

A Citizens League has been inaugurated in Ketchikan, Alaska. Emery F. Tobin is chairman of publicity.

Strictly Personal

The executive committee of Citizens of Greater Chicago has announced the resignation of its executive director, Fred K. Hoehler. Mr. Hoehler's assistant, Robert Farwell, has been appointed acting director.

Mrs. Charles H. Wood has been named the new president of the Santa Fe Citizens Union; Eppie Chavez is vice president and Albert K. Nohl, secretary-treasurer. Principal project of the union is the securing of the council-manager plan for Santa Fe.

Time to Attack Metropolitan Confusion

Pennsylvania Cities Need Enabling Legislation to Act

EDITOR'S NOTE.—The article below is taken from "Time to Attack Metropolitan Confusion," appearing in the September 1954 issue of *Horizons for Modern Pennsylvania Local Government*, issued by the Associated Institutes of Government of Pennsylvania Universities—Pennsylvania State University, University of Pennsylvania and University of Pittsburgh.

METROPOLITANITIS, a condition arising from clusters of people in and around cities, is resulting in numerous governmental problems for cities throughout Pennsylvania. Showing no favorites, this condition is producing confusion and problems for eastern Pennsylvania cities including Allentown and Scranton, encompassing Harrisburg and Altoona among cities in middle Pennsylvania, and stretching to such cities as Johnstown and McKeesport in western Pennsylvania. Although a more serious problem calling for remedial legislation will not face the 1955 session of the Pennsylvania General Assembly, it has received little consideration in pre-assembly literature and discussion.

The complexities of modern living and citizen demands for governmental services have thrust upon municipalities the responsibility for maintaining public safety, guarding public health, providing needed utilities, building highways, constructing housing, developing recreational facilities, caring for the diseased, disabled and the poor, and a multitude of other services. The problems faced by a governmental unit in providing these services adequately and economically are staggering in any municipality, but they become multiplied many times where large num-

bers of people aggregate to form heavily populated areas. If the population has sprawled beyond the legally recognized limits of the central city into unincorporated areas or suburban cities, the need and demand for such services does not stop at the artificial and man-made boundaries of the central city even though the legal authority for providing these services does stop at such boundary lines.

Such aggregations of people are metropolitan areas—areas of urban population which are economically interdependent upon one or more central cities but which are politically independent of the central city. This condition of overlapping interdependence in economic and social matters and restricting independence in political matters is resulting in governmental confusion. The legal authority to provide the necessary governmental services demanded by the citizens of the area is splintered among a number of separate municipalities; as a result, the level and adequacy of services varies considerably from one unit to another.

Such a condition is a characteristic symptom of the metropolitan problem, which may be described as involving the need for providing services for a large population scattered over an area of land under the jurisdiction of many units of local government, a number of which are too small, are crippled by limited power to act, or are handicapped by inadequate tax resources to provide a larger number of services or more adequate services.

The types of problems described above are common to most growing municipalities in Pennsylvania. The same problems exist in small commercial and industrial communities but are less acute than in the large cities recognized as metropolitan centers. A city of 10,000 encircled by five or six small suburban communities has essentially the same problems in providing adequate and uniform services to

its outlying neighbors as does a city of 100,000 with ten to twenty fringe communities. The number of citizens to be served and the number of governmental units involved is smaller, but the problems are identical in kind if not in degree.

Expanding Populations

The trend toward citizen concentration in cities has been a continuing phenomenon in Pennsylvania throughout its history. Seven out of every ten persons (70.5 per cent) in Pennsylvania in 1950 were residents of a municipality of 2,500 population or more compared to an average of 64 per cent for the nation as a whole. Of more pertinent interest, however, is the continuing tendency of Pennsylvania's population to cluster in and around a small number of large cities. Pennsylvania had fifteen cities of 50,000 or more population in 1950 and contained twelve standard metropolitan areas, as such areas are designated by the United States Bureau of the Census, embracing 81.8 per cent of the state's total population.

The big growth in the last two decades has been occurring in the fringe communities of large cities rather than in the center cities. For the decade 1930-1940, populations of central cities in the twelve metropolitan areas increased only 0.7 per cent in comparison with a growth of 38.4 per cent in outlying communities. In the last decade, the comparative growths were 155,815 persons, or 4.3 per cent, for central cities and 426,830 persons, or 9.9 per cent, for the fringe communities. By 1950, 56 per cent of the total population in these twelve areas resided in suburban communities. Five center cities actually declined in population in the last decade.

It is evident from this brief analysis that the state is burdened with the growing problem of declining cities and expanding fringe communities. This is the source of numerous problems for both the central cities and for the outlying areas arising from the disproportion be-

tween population distribution and the artificial boundaries of municipal corporations. Since many of these problems arise from the complex governmental structure within these metropolitan areas, it is pertinent at this point to take a look at the number of governmental units in the officially recognized metropolitan areas of Pennsylvania.

The combined twelve metropolitan areas contain a total of 2,627 governmental units including 1,257 school districts, 25 counties, 691 townships, 438 municipalities of over 1,000 population, 173 municipalities of under 1,000 population and 43 special districts. Such large numbers are not so revealing when lumped together so the number of governmental units in two of the metropolitan areas are given below to indicate the true complexity of the problem.

Complex Structure

The Lancaster metropolitan area, covering Lancaster County in central Pennsylvania, embraces 59 school districts, one county, 41 townships, nineteen municipalities of over 1,000 population, one municipality of under 1,000 population, and one special district—a total of 122 governmental units. The Reading metropolitan area in eastern Pennsylvania is limited to Berks County and yet it extends over 142 governmental units including 66 school districts, one county, 43 townships, 21 municipalities of over 1,000 population, ten municipalities of under 1,000 population and one special district. These numerous and overlapping local governmental units try to cope with the problems of providing municipal services for their citizens, but their best efforts result in much duplication of effort, uneven levels of service, often inadequate service, and unequal charges for similar services rendered from community to community.

The continued growth of a large number of governmental units in and around major population centers stems primarily

from a concept of democracy that implies that government is best which is closest to the scrutiny and control of the people governed. This is still an important and generally true concept, but the complexity of governmental problems and the inability of many small units of government to cope with them defeats the theory of popular control. Local popular control is effective only if the citizenry is adequately served by its unit of government. Inadequate services and continued failure of neighboring governmental units to solve mutual problems jointly will only result in the continued encroachment of higher levels of government into areas which are rightfully functions of local government.

The problems of metropolitan populations are area-wide, and it is becoming recognized that the problems faced by local governments within a metropolitan area are also area-wide. A smoke abatement program in outlying communities is of little value on days when the wind blows in smoke from the central city unless the central city has a similar program. A system of highways and traffic feeder streets is a matter of area-wide concern so that people and goods can move freely and rapidly. Fleeing criminals can avoid capture by moving across the unmeaningful boundaries of one small unit into another, since the jurisdiction of the pursuing policeman stops at the sign reading "city limits."

While there is a growing recognition that such problems as those listed above are area-wide problems of mutual concern to governmental units, there is not such wide acceptance of the idea that it would be mutually beneficial to work together in solving them. Further, there is no legislation in Pennsylvania authorizing or permitting such joint action upon common problems, a void which should be bridged in the next legislative session by passage of a bill allowing the voluntary creation of metropolitan districts to carry on the governmental functions which the

member municipalities would voluntarily give to them.

A bill providing for such authorization was introduced and passed by the Pennsylvania Senate in 1949. It was sponsored by the Senate Local Government Committee and became known as the Pennsylvania Metropolitan Bill. After passage in the Senate, it was sent to the House of Representatives during the last two days of the session and was lost in the shuffle of activity characteristic of the closing of any legislative session, although there was no opposition indicated in the House.

The bill was not revived during the sessions of 1951 and 1953 largely, we suppose, because there was no organized effort to arouse interest in it. We hope, however, that the bill will be re-introduced in the 1955 session and that it will be enacted into law since the problems of government in metropolitan areas are more complex and numerous than ever before.

Objectives of Bill

In general, the bill authorized the voluntary creation of metropolitan districts by cities of the third class, boroughs and townships as municipal corporations to carry on jointly governmental functions which the participating governmental units would voluntarily give to the metropolitan district to perform. The legislation provided that the governing body of such a metropolitan district should be composed of one representative from each of the member municipalities and should be called a metropolitan commission. This metropolitan commission could not levy taxes or collect revenues but could charge for its services or facilities; it would not be allowed to exercise any governmental functions except those specifically designated to it by the participating municipalities.

The governing body of each participating municipality would elect one representative to the commission, designate

by ordinance which of its governmental functions the metropolitan commission would take over, approve the annual proposed budget of the metropolitan district, and assume a proportionate share of the expenses.

Legislation similar to the Pennsylvania Metropolitan Bill would strengthen the principle of home rule because it would make it possible to provide modern, efficient local government at the local level. It would establish a local governmental organization for the real economic community which would be able to take care of urban needs and provide a uniform level of municipal services for the area's citizens in the fields in which the local units voluntarily entrusted it to perform. Making local government more effective is the one sure means of curbing further state expansion into areas primarily of local concern.

Research Groups Merge

Merger of the Philadelphia Bureau of Municipal Research and the Eastern Division of the Pennsylvania Economy League became effective October 1. Lennox L. Moak, formerly director of the Philadelphia bureau, will head the joint operation.

The merger is a "merger of activities" rather than a "merger of organizations." Both the league and the bureau will keep their individual identities and have their own boards of directors. The two boards will name a joint operations committee which will keep a close supervision over the activities of the staff under the direction of Mr. Moak.

In announcing the merger it was stated that the combined operation would enlarge the scope of activity and operate with better coordination and efficiency to provide a more effective program on behalf of good government.

Baltimore Planning System

A special series of bulletins on *Baltimore's City Planning System* has been prepared by the Baltimore Commission on Governmental Efficiency and Economy. These bulletins appraise the organization and operations of the city's planning department and present recommendations on how to make planning and capital budgeting more effective instruments of government.

(Listings of research pamphlets and articles are combined with the listings at the end of Books in Review.)

CITY, STATE AND NATION

(Continued from page 538)

city plan for Cortland and business and public administration students are slated to formulate a capital budget to supplement the plan.

The 32-page booklet, which summarizes year-round activities of Cortland city departments, includes charts on the city organizations, expenditures and municipal bonds, types of fires, maps on zoning, traffic accidents, schools, and parks, as well as photographs of officials and places of interest in the community.

Japan Has Central Laboratory on Death Causes

The *Tokyo Municipal News*, published in English, relates that the American Occupation developed in Japan the first systematic examination of mysterious deaths with a central laboratory in Tokyo to assist the criminal and police authorities by supplying medical evidence in cases referred by the latter.

The single laboratory serves all Japan and, of course, falls far short of bringing the benefits of medical examiner service to all unattended deaths. It does only 4,000 cases a year and aids in determining the cause of death.

So far as it goes, it follows the best American practice as promoted by the National Municipal League. R. S. C.

Books in Review

ADVENTURES IN POLITICS. We Go to the Legislature. By Richard L. Neuberger. New York, Oxford University Press, 1954. xi, 210 pp. \$3.50.

The title of this book is a happy one. Obviously, the author, Oregon state senator, journalist, champion of the natural and human resources of his native northwest, has inherited the zest for adventure that helped build America. He rightly regards politics as one of the great adventures of free men.

A Democrat in a heavily Republican state, he takes evident satisfaction in surmounting obstacles that have discouraged less hardy spirits and makes political mountain climbing sound exciting, important and rewarding. The fact that Senator Neuberger has a wife who is his companion in politics, even to the extent of being a member of the lower house of the state legislature, is a special advantage that no one will begrudge him. In a 22-page appendix, entitled Politics and You, he gives practical answers to 33 questions that should help any political pioneer get his bearings and chart his course.

There are really two themes running through the book. One has to do with personal participation in political life. The other, somewhat more sombre, is suggested by the title of Chapter I, What's Really Wrong with State Governments?

State government, Mr. Neuberger observes, "has fallen upon sorry days when a substantial body of public opinion regards any natural resources entrusted to the care of the states as practically gone forever." He attributes "the decline of state government in the United States, a deterioration which has accumulated in recent years," to basic weaknesses in the states themselves. Specifically, he mentions a number of those listed in the editorial, "Spotlight on

State Legislatures," on page 516 of this issue. He puts particular emphasis on the deadening influence of the one-party system which prevails in so many portions of the country, and pays his respects to people who orate about the importance of the two-party system in Washington while doing their best to prevent the growth of such a system in their own state or community.

Mr. Neuberger feels that any state that adopted a constitution based on the National Municipal League's *Model State Constitution* would "have laid the foundation and erected the scaffolding for an effective new edifice of government." Throughout the book Mr. Neuberger shows a refreshing appreciation of the importance both of machinery and of men. He recognizes the necessity for sound plans and equipment, as well as personal courage and skill, for worthwhile adventures in politics.

J. E. B.

AMERICAN STATE LEGISLATURES. Report of the Committee on American Legislatures of the American Political Science Association. Belle Zeller, Editor. New York, Thomas Y. Crowell Company, 1954. ix, 294 pp. \$3.50.

The latest evidence of increasing interest in our state legislatures is the recent excellent report, *American State Legislatures*, prepared after four years of study by a committee of the American Political Science Association under the able chairmanship of Professor Belle Zeller of Brooklyn College.

From their high position of leadership, power and prestige under the early state constitutions, our state legislatures have in the last century and a half passed into a kind of partial eclipse. Few would quarrel with Professor Zeller's statement that "the state legislatures are poorly

equipped to serve as policy-making agencies in mid-twentieth-century America."¹

But despite this situation and despite occasional murmurs of discontent, the conviction that our legislatures are the core of our representative democratic government remains general and firm. Most of us will assent whole-heartedly to the committee's belief that "the state legislatures can—and should—function as dynamic, coordinate, efficient policy-formulating bodies."¹

Within the last three or four decades there have been gratifying signs of improvement. The growth of legislative services and the work, in this and related areas, of the Council of State Governments come to mind. But much remains to be done; and the new report provides a timely call to arms for one of the most important causes in the field of governmental reorganization.

The report is essentially a survey of facts, problems and current practical thinking regarding state legislatures. Its data and recommendations are intended to serve as a basis for reform and also to stimulate interest and further study. In keeping with its survey approach and practical orientation, the report does not undertake any extensive reexamination of basic theory—though it is to be hoped that it will encourage needed explorations of this fundamental kind.

The report considers the major aspects of legislative organization and operation. Many of the chapters, such as those on Legislative Sessions and Organization, Role of the Executive, and Pressure Groups, furnish a first-rate, concise review of their subject-matter. Recommendations for reform follow most of the chapters. The result is a volume which will make an ideal desk- or hand-book for legislators, teachers, students and other interested citizens.

In general, the recommendations are moderate and realistic. A few highlights

are: a special administrative agency outside the legislature to deal with apportionment; a reappraisal of the merits of bicameralism as against unicameralism; removal of time, pay and frequency limitations on the length of sessions; reform of the committee system; establishment of legislative councils and expansion of legislative services. Some of the recommendations may stir controversy but the majority should command wide approval.

There are minor caveats to be entered. Not all chapters are on a par. That dealing with *The Constitutional Basis of State Legislatures* naturally reflects the fact that not enough studies are available with respect to the effect of state constitutional restrictions. The committee rightly pleads for more research on this topic. In at least one vital area, *The Committee System*, the committee might well have explored more deeply the implications and interrelations of subjects treated. Thus, this reviewer would have preferred a fuller consideration of the role of the state standing committees—a role so significantly different from that of the congressional standing committees—and of the relation between the standing committee system and interim committees. Also, might not that role and that relation, as well as the functions of the legislative council, be substantially affected by the advent of the longer and more frequent sessions advocated by the committee?

Beyond these matters, there is some reason to fear that the manner in which the committee's recommendations are presented may encourage confusion between major and minor reforms. The question of comparative emphasis—as between the recommendations of different chapters, for example—does not seem to have been given systematic attention. The texts of the various chapters afford some, but not enough, guidance. Is there not a danger that the want of highlighting will give aid and comfort to a "tinkering" approach in cases where much

¹Preface, page v.

more is called for? In any case, a concluding chapter, setting the topics and recommendations of the report in a somewhat clearer perspective based upon their relative importance and urgency, would have been most helpful.

The few caveats noted are not intended to suggest any considerable doubts about the basic merits of the APSA committee report. It is my opinion that this report is a timely contribution, that a worthwhile task has been well done, and that all hands concerned are to be congratulated on their labors. It seems to me that there is ground too for realistic hope that this report may have unusual success in achieving its aims of providing a basis for reform and stimulating further thought and action on a vital problem. In doing so it will perform a major public service.

JOHN M. KERNOCHAN, *Director*
Legislative Drafting Research Fund
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Additional Books, Pamphlets and Articles

Annexation

ANNEXATION? INCORPORATION? A Guide for Community Action (Second edition, revised.) By Stanley Scott. Berkeley 4, University of California, Bureau of Public Administration. March 1954. 163 pp. \$1.50.

ANNEX OR SERVE YOUR SUBURBS? By Edmund W. Meisenhelder III. Nashville 3, Tennessee Municipal League, *Tennessee Town and City* (Section edited by Municipal Technical Advisory Service of University of Tennessee). July 1954. 5 pp.

TENNESSEE'S NEED FOR NEW STATUTES ON ANNEXATION. By Harlan Mathews. Nashville 3, Tennessee State Planning Association, *The Tennessee Planner*, June 1954. 7 pp.

Budgets

A BUDGET MANUAL FOR WISCONSIN CITIES AND VILLAGES. (Revised edition.) Madison 3, League of Wisconsin Municipalities, 1954. Variousy paged. \$1.00.

Census

A STATEWIDE CENSUS EVERY FIVE YEARS. By Dorothee Strauss Pealy. Ann Arbor, University of Michigan, Bureau of Government, Institute of Public Administration, April 1954. 54 pp.

Charters

IDEAS FOR CHARTER COMMISSIONS. By George R. Sidwell. Lansing (Michigan), 1954. 165 pp. \$5.00. (Apply author, 1527 W. Ionia Street, Lansing 15.)

Corrupt Practices

FLORIDA'S NEW CAMPAIGN EXPENSE LAW AND THE 1952 DEMOCRATIC GUBERNATORIAL PRIMARIES. By Elston E. Roady. Washington 6, The American Political Science Association, *The American Political Science Review*, June 1954. 12 pp.

Council-Manager Plan

A MODEL CHARTER FOR CITIES OF OKLAHOMA INCLUDING A DIAGRAM OF COUNCIL-MANAGER GOVERNMENT. (Revised edition.) By Charles F. Spencer. Ada (Oklahoma), June 1954. 15 pp. mimeo.

Debt

CONSTITUTIONAL DEBT CONTROL IN THE STATES. New York, The Tax Foundation, 1954. 40 pp.

Decentralization

OFFICE BUILDINGS IN THE SUBURBS. By Frederick P. Clark. Washington 6, D. C., Urban Land Institute, *Urban Land*, July-August 1954. 8 pp.

Directories

CIVIC EDUCATION IN THE UNITED STATES. A Directory of Organizations. By Robert Horwitz and Carl Tjerandsen and the staff of the University of Chicago Committee on Education for American Citizenship. Chicago, University of Chicago, University College, 1954. xx, 219 pp.

DIRECTORY OF ORGANIZATIONS AND INDIVIDUALS PROFESSIONALLY ENGAGED IN GOVERNMENTAL RESEARCH AND RELATED ACTIVITIES 1954-1955. New York 21, Governmental Research Association, Inc. 60 pp. \$5.00.

PUBLIC ADMINISTRATION ORGANIZATIONS. A Directory of Unofficial Organizations in the Field of Public Administration in the United States and Canada. Chicago, Public Administration Clearing House, 1954. xi, 150 pp. \$2.50.

Education

EXPENDITURES FOR EDUCATION AT THE MID-CENTURY. By Clayton D. Hutchins and Albert R. Munse. Washington, D. C., U. S. Department of Health, Education and Welfare, Office of Education, 1953. vi, 136 pp. Charts and tables. 65 cents. (Apply U. S. Government Printing Office, Superintendent of Documents, Washington 25, D. C.)

NEW JERSEY PUBLIC SCHOOL FACILITIES SURVEY. Phase I. An Inventory of Existing Public School Facilities, Needs and Resources. Trenton, New Jersey State Department of Education, Bureau of School Building Services, Division of Business, April 1954. 74 pp.

PUBLIC SCHOOL FINANCING 1930-1954. The Need for Local Solution to Rising Costs. New York 20, The Tax Foundation, Inc. 1954. 52 pp.

SCHOOL BOARDS AND SUPERINTENDENTS. (Revised edition.) A Manual on Their Powers and Duties. By Ward G. Reeder. New York, The Macmillan Company, 1954. xi, 254 pp. \$3.50.

TEXAS PUBLIC SCHOOLS 1854-1954. Centennial Handbook. Austin, Texas Education Agency, 1954. vii, 59 pp.

Elections and Voting

THE MICHIGAN STATE DIRECTOR OF ELECTIONS. By Glendon A. Schubert, Jr. University, University of Alabama Press, June 1954. 65 pp.

Federal Aid

FEDERAL GRANT-IN-AID PROGRAMS. Report of the Committee on Social Legislation. Washington 6, D. C., Chamber of

Commerce of the United States, Economic Research Department, 1954. 36 pp. 50 cents.

Forms of Government

FORMS OF CITY GOVERNMENT IN CONNECTICUT. By Max R. White. Storrs, University of Connecticut, Institute of Public Service, February 1954. 54 pp. 50 cents.

Government and Business

THINKING AHEAD. Businessmen and Government. By Joseph W. Alsop, Jr. (Reprinted from *Harvard Business Review*, May-June, 1954.) Cambridge, Harvard University, 1954. 7 pp.

Industrial Development

ALASKA'S LARGEST CITY—ANCHORAGE. An Analysis of its Growth and Future Possibilities 1951-1952. By Ralph Browne. Juneau, Alaska, Alaska Development Board, December 1953. 90 pp.

Industrial Tax Exemption

LOUISIANA'S INDUSTRIAL TAX EXEMPTION PROGRAM. By William D. Ross. Baton Rouge, Louisiana State University, Division of Research, College of Commerce, 1953. 87 pp. Tables.

Land Use

URBAN LAND PROBLEMS AND POLICIES. By Charles Abrams. New York, United Nations, *Housing and Town and Country Planning*, Bulletin 7, 1953. 182 pp. \$1.75.

Legislatures

THE LEGISLATURE OF CALIFORNIA. By Arthur A. Ohnimus. Sacramento, California Legislature, Assembly, 1954. 47 pp.

Metropolitan Areas

THE FRINGE PROBLEM. Many Cities Face Strangulation from Without Unless a Good City Services Policy is Followed. By Harlan Mathews. Charlotte 1, North Carolina, Clark-Smith Publishing Company, *The Municipal South*, June 1954. 3 pp.

METROPOLITAN GOVERNMENT AND PLANNING. A Selected Bibliography. By the Joint Reference Library. Chicago 37,

American Municipal Association, 1954. 33 pp. \$1.00.

SUBDIVISION AND FRINGE AREA CONTROL. By Dennis O'Harrow. New York 19, American Public Health Association, *American Journal of Public Health*. 3 pp.

Pension Fund Investment

A SURVEY OF PENSION FUND INVESTMENT PROBLEMS. A discussion of some of the investment practices that might be considered by public retirement systems. Chicago 37, Municipal Finance Officers Association, June 1954. 4 pp. 75 cents.

Planning

CITY PLANNING IMPLICATIONS OF INDUSTRIAL LOCATION. By Francis A. Pitkin. Minneapolis 14, League of Minnesota Municipalities, *Minnesota Municipalities*, August 1954. 3 pp.

URBAN PLANNING EDUCATION IN THE UNITED STATES. By Frederick J. Adams. Cincinnati, The Alfred Bettman Foundation, 1954. 58 pp.

Political Parties

THE AMERICAN PARTY SYSTEMS. By Austin Ranney and Willmoore Kendall. Washington 6, The American Political Science Association, *The American Political Science Review*, June 1954. 9 pp.

PARTIES, PARTISANSHIP AND PUBLIC POLICY IN THE PENNSYLVANIA LEGISLATURE. By William J. Keefe. Washington 6, The American Political Science Association, *The American Political Science Review*, June 1954. 15 pp.

Refuse Disposal

THE REFUSE PROBLEM IN DELAWARE COUNTY. A Survey of Refuse Collection and Disposal. Philadelphia 7, Pennsylvania Economy League in Cooperation with the Delaware County Planning Commission, May 1954. 76 pp.

Roads

COUNTY UNIT ROAD ADMINISTRATION IN TEXAS. By T. E. McMillan, Jr. Austin, The University of Texas, Institute of Public Affairs, 1954. vii, 54 pp.

State Government

A LAYMAN'S GUIDE TO THE TEXAS STATE AGENCIES. (Revised edition.) Austin, University of Texas, Institute of Public Affairs, 1954. 173 pp. \$1.50.

NEW JERSEY—THE STATE AND ITS GOVERNMENT. (Revised edition.) By Leonard B. Irwin. New York, Oxford Book Company, 1953. iv, 124 pp. 90 cents.

Streets and Highways

AS A CITIZEN OF OKLAHOMA YOU SHOULD KNOW ABOUT COUNTY ROAD EXPENDITURES. (A series of articles reprinted from the *Tulsa Tribune*.) Oklahoma City 2, Oklahoma Public Expenditures Council, 1954. 14 pp.

THE FEDERAL AID HIGHWAY ACT OF 1954. How Municipalities Obtain \$350,000,000 Federal Aid. By Randy H. Hamilton. Chicago 37, American Municipal Association, May 1954. 8 pp. 50 cents.

PROBLEMS INVOLVED IN THE IMPROVEMENT OF CITY STREETS. By Philip N. Royal. (Excerpts from address before the Seventh Northwest Conference on Road Building, Seattle.) Seattle 5, Association of Washington Cities in cooperation with the University of Washington, Bureau of Governmental Research and Services, May 1954. 10 pp.

Taxation and Finance

A CRITIQUE OF SOME FEDERAL, STATE AND LOCAL TAX COORDINATION TECHNIQUES. By Burton W. Kanter. Reprinted from *Indiana Law Journal*, Vol. 29, No. 1. Indianapolis 4, Indiana State Bar Association. 17 pp.

FINANCING GOVERNMENT. (Fourth edition.) By Harold M. Groves. New York, Henry Holt and Company, 1954. ix, 618 pp. \$6.00.

1954 CONFERENCE PROCEEDINGS. Chicago 37, Municipal Finance Officers Association, *Municipal Finance*, August 1954. 56 pp.

STATE TAX COLLECTIONS IN 1954.

Washington 25, D. C., Department of Commerce, Bureau of the Census, Government's Division, 1954. 10 pp. 10 cents.

STATE TAX LEGISLATION IN 1953. Princeton (New Jersey), Tax Institute, Inc., *Tax Policy*, November-December, 1953. 40 pp.

THE TAXATION OF INTANGIBLES IN SOUTH DAKOTA. By C. J. Whitlow. Vermillion, University of South Dakota, School of Business Administration, Business Research Bureau, *South Dakota Business Review*, May 1954. 3 pp.

Technical Assistance

FIFTY YEARS OF TECHNICAL ASSISTANCE. Some Administrative Experiences of U. S. Voluntary Agencies. By Edwin A. Bock. Chicago 37, Public Administration Clearing House, 1954. x, 65 pp. \$1.50.

Text Books

ELEMENTS OF AMERICAN GOVERNMENT. (Second edition.) By John H. Ferguson and Dean E. McHenry. New York, McGraw-Hill Book Company, Inc., 1954. x, 649 pp. \$5.00.

Tort Liability

COGITATIONS ON TORTS. (Third in the Roscoe Pound Lectureship Series.) By Warren A. Seavey. Lincoln, University of Nebraska Press, 1954. 72 pp.

Tourist Trade

HOW STATES FIND OUT ABOUT THEIR TOURIST TRADE. By Robert S. Friedman. College Park, University of Maryland, Bureau of Governmental Research, 1954. 43 pp.

Town Clerk

THE NEW HAMPSHIRE TOWN CLERK. By Gilbert Cantor. Durham, University of New Hampshire, Public Administration Service, 1954. 12 pp.

Town Meeting

THE CONNECTICUT TOWN MEETING. A Handbook for Moderators and Other Town Meeting Officials. (Revised.)

By Max R. White. Storrs, University of Connecticut, Institute of Public Service, 1954. 39 pp. 25 cents.

Township Government

TOWNSHIP GOVERNMENT IN KANSAS. By James W. Drury. Lawrence, University of Kansas, Governmental Research Center, 1954. 72 pp. Tables.

Transportation

JOINT REPORT ON THE PROBLEM OF PROVIDING IMPROVED MASS TRANSPORTATION BETWEEN THE CITY OF NEW YORK AND NEW JERSEY—WESTCHESTER—LONG ISLAND. New York, New York Metropolitan Rapid Transit Commission and New Jersey Metropolitan Rapid Transit Commission, March 1954. 102 pp.

Urban Redevelopment

A BRIGHTER FUTURE FOR AMERICA'S CITIES. A Complete Report on the Businessmen's Conference on Urban Problems, San Diego, California, March 4 and 5, 1954. Washington, D. C., U. S. Chamber of Commerce, 1954. 149 pp. \$1.00.

A FIGHT-BLIGHT PLAN FOR BINGHAMTON, N. Y. Binghamton, Broome County Planning Board, December 1953. xi, 70 pp.

Utilities

HANDBOOK ON UTILITY FRANCHISES. Boulder, Colorado Municipal League, 1954. 50 pp. \$2.50.

SOME ASPECTS OF MUNICIPAL UTILITY ADMINISTRATION IN ALABAMA. By Robert T. Daland. Montgomery, Alabama League of Municipalities, 1954. 26 pp.

Water

WATER SUPPLY AND WASTE WATER DISPOSAL. By Gordon Maskew Fair and John Charles Geyer. New York, John Wiley & Sons, Inc. 1954. ix, 973 pp. \$15.

Zoning

ZONING FOR THE PLANNED COMMUNITY. By Fred W. Tuemmler. Washington, D. C., Urban Land Institute, *Urban Land*, April 1954. 8 pp.

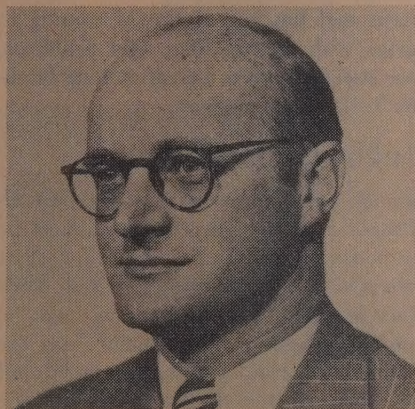
Members of the screening committee in the All-America Cities Contest pick the 22 finalists from 225 candidates for honors. Left to right: Richard S. Childs, Mrs. Edith P. Welty, William F. Larsen, and Bayard H. Faulkner. Stack of entry forms appears in foreground.



Conference

(Continued from page 513)

ceremonies for 23 years, Mr. Mockridge is the author of articles in *Colliers*, *Coronet*, *Esquire* and other magazines.



Norton Mockridge

In a last-minute program shift, a panel entitled "Proposed Model State Presidential Primary—Do We Need It—What Should It Contain?" was substi-

Dignitaries who'll welcome guests at conference at November 8 luncheon are, left to right, Governor Phil M. Donnelly of Missouri, Mayor William E. Kemp of Kansas City, and Governor Edward F. Arn of Kansas.



tuted for a session on state and regional planning. Richard S. Childs, chairman of the League's executive committee, will preside.

Chairmen of panel sessions not announced in the October issue of the *NATIONAL MUNICIPAL REVIEW* are as follows:

"Youth in Civic Affairs"—Mark Bills, superintendent of schools in Kansas City.

"Business and Professional Men as Civic Leaders"—Alex R. Thomas, chairman, San Antonio Citizens' Committee and building materials executive.

"State Reorganization: Where Do We Go From Here?"—John A. Perkins, president of the University of Delaware.

On November 7, the Charter Clinic will hold a luncheon meeting at which further sessions will be arranged. John M. Kernochan, director, Legislative Research Drafting Fund of Columbia University, will be the chairman.

The annual membership meeting of the National Municipal League will be held at 4:30 P.M., November 8, with President George H. Gallup in the chair.

The Proportional Representation League will hold its annual meeting at 9:30 P.M. the same day.

The National Association of Civic Secretaries will have a reception and buffet dinner at 6:30 P.M., November 8. This function will be followed by a civic workshop.

John E. Bebout, League assistant director, joins nationally known experts in a meeting of the Advisory Committee on Federal-local Relations of the Commission on Intergovernmental Relations in Kalamazoo, Michigan. Shown clockwise from foreground are Bebout; William Coleman, of the commission staff; Richard J. White, Jr., county commissioner, Milwaukee County; L. P. Cookingham, city manager, Kansas City, Missouri; Henry Pirtle, mayor, Cleveland Heights; Sam Jones, former Governor, Louisiana; Billie Jo Tanner, secretary; Carl H. Chatters, consultant to the advisory committee; and G. A. Treacle, former president, National Association of County Officials.



League Makes Statement at U. S.'s Request

The National Municipal League in October forwarded a 54-page statement entitled "American Intergovernmental Relations as of 1954" to the Commission on Intergovernmental Relations, established last year by Congress. This document was prepared by the League staff at the request of the commission.

The statement points out that the only safe and certain way to retard or reverse the current trend toward centralization

of authority in Washington is to make the states more responsive, more effective and more representative of rapidly expanding urban interests.

In stressing the need for strengthening state and local government, the necessity for modernizing state constitutions and the importance of coming to grips with metropolitan area problems, the statement takes a position long familiar to League members.

80 Contribute to Remodeling Fund

The campaign to raise funds for renovating the League's new headquarters at 47 East 68th Street, New York 21, has moved into high gear.

Ten days after President George H. Gallup invited League members to contribute to the Remodeling Fund, 80 checks totalling \$2,646 had been received.

First response came from Joseph B. Milgram, of Brooklyn, New York, a member since 1930. Mr. Milgram's letter was postmarked the day he received the appeal from Dr. Gallup. His check was twice the amount of his membership dues.

The second contributor was Mrs. Olga McLaney, senior member of the League staff in terms of service.

The building, which was acquired last

month and will be named for Carl H. Pforzheimer, League treasurer, must be remodeled to make it suitable for office use and to comply with the New York City building code. Partitions must be shifted, plumbing and electric lines relocated, a sprinkler system installed and the elevator altered. The entire interior must be painted.

Magazine Reprints Article

The article on page 518 of this issue of the REVIEW, "A Home Town Is Born," will be condensed in the current *Reader's Digest*. This is the second REVIEW article so honored by the popular monthly this year. The first, by Council member Karl Detzer, appeared in May under the pen name, Michael Costello.